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SOCIOLOGICAL IMPACT STUDY OF THE WOOD RIVER VALLEY

Richard T. Fink

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Sociological Impact Study
# of the Wood River Valley

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By

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I

INTRODUCTION

In recent years there has been a growing public and governmental concern for the sociological impacts of rapid expansion and development. Because of this recent growing concern, the Federal Government has begun requiring that the impact of major development and expansion projects be evaluated. This study was conducted in response to such a concern.

The Wood River Valley has a complex cosmopolitan culture that has developed over the nearly 40 years that the area has hosted ski facilities and the Sun Valley resort complex. For years, the Ketchum-Sun Valley area has been known for its glamorous leisure atmosphere and excellent skiing. Recent growth in the area has sparked concern that the social and cultural values that made the area unique and contributed to its success are being destroyed.

The purpose of this study was to conduct an impact study to determine the sociological effects of the following existing and proposed activities.

1. Current skiing facilities.
2. Expansion of skiing facilities by 50 percent.
3. Creation of the Sawtooth National Recreation Area (SNRA).
4. Implementation of the general management plan for the SNRA.

The design of the study and the procedures used are presented in the next chapter. The subsequent chapter provides a detailed description of the current sociological status of the Wood River Valley. The proposed actions are then described and their projected physical and economic effects are outlined. The sociological impacts are developed from the descriptions of the proposed actions. Finally, conclusions and recommendations for mitigating measures are made.

II

METHOD

The sociological impact study involved three components: data collection, analysis, and conclusions. The data collection component consisted of describing the current social situation in the Wood River Valley and in the comparison community of Aspen. The analysis component required making predictions for the Valley assuming the different plans and trends and identifying the changes associated with each plan. The final component consisted of assessing the changes and making recommendations including mitigating measures.

DESIGN

The project design strategy involved the use of a comparison study area (Aspen, Colorado) as well as the impact study area of the Big Wood River Valley. The use of a comparison area helped to predict the nature of the impact of further growth and development in the Wood River Valley and also helped to suggest mitigating measures. Aspen was chosen as a comparison area because of its similarity to the impact area. Both are world class ski areas, are located far enough from urban population centers to be destination ski areas, and have similar demographic features. The two areas differ in that Aspen has grown faster and is bigger than the Wood River Valley and hence began to come to grips with the problems of growth sooner. The data collected at Aspen focused on identifying the community's concerns, plans and problems as opposed to developing a complete sociological description.

DATA COLLECTION

The most intensive data collection effort focused on compiling a sociological description of the Wood River Valley. This involved collecting data and answering questions regarding a number of components and factors which are generally considered indicative of a community's sociology. These factors are:

Community Cohesiveness
Family Structure
Culture and Heritage
Leisure Facilities
Safety
Equality
Physical and Mental Well Being
Work Environment
Housing
Aesthetics
Transportation
Utilities
Pollution
Land Use
Issues, Concerns and Fears
Political/Social Organization

In order to address these components, data had to be collected in different forms from a variety of sources. Practical constraints such as shortage of time and a limited field work budget dictated that the most readily available sources be used. This often meant use of secondary sources such as the *Ketchum Community Project Report, White Clouds-Pioneer-Boulder Mountain Sociological Overview Study, School Population Survey Blain County School District No. 61, Blaine County Comprehensive Plan,* etc. These secondary sources have the advantage of saving time and resources, but they do present some problems in analysis and interpretation since they were compiled at different times for different populations and for different reasons.

This secondary source information and documentary data were supplemented and reinterpreted in terms of information gained through informal conversations with local community members. These contacts with knowledgeable community members enabled the project staff to get a firm picture of the Valley's social climate and concerns.

The field work was conducted by Richard T. Fink, Ph.D. and Roger White of Kirschner Associates, Inc., during two separate site visits. The first site visit occured during October 6 and 7, 1975, and the second was from October 14 to 22, 1975. During these two visits the staff made appointments and conducted informal interviews with over 60 residents of the Valley. Less formal discussions were conducted with scores more in stores, restaurants, bars and even on the streets or in parking lots. In order to elicit cooperation and obtain accurate information, all respondents were guaranteed anonymity. The respondents included:

The Mayors of all four towns in the Valley
County and City Commissioners
City and County Clerks
City and County Planning and Zoning Commissioners and Staff
City and County Law Enforcement Officials
Successful and unsuccessful Candidates in recent city elections
Superintendent of Public Schools
U.S. Forest Service employees
Businessmen
Professionals: lawyer, doctor, engineer, architect
Service Workers
Salesmen
Retirees
Housewives
And others of undetermined status

It would have been scientifically preferable to conduct a formal household survey. But since it was not possible to get OMB clearance for such a survey within the required time frame, an informal discussion procedure was chosen as an acceptable alternative. This procedure, although less rigorous than a formal survey, allows an experienced field work team to obtain an accurate feel for the community environment. As with the formal survey procedure, one of the most important factors with this informal discussion method is the selection of a representative sample. In this case, that means insuring that we talk with representatives of all points of view. This was done by constructing a list of knowledgeable, articulate individuals representing all aspects of the community.

The first step in constructing this list was to identify a core of knowledgeable and interested individuals by conducting a recent media search and by obtaining suggestions from U.S. Forest Service staff familiar with the area. The field work staff then began conducting informal discussions with people on the list. In addition to asking these knowledgeable people about their specialty (i.e. law enforcement, local zoning, etc.) they were also queried as private citizens about their opinions and feeling outside their area of expertise. In all of the discussions the staff attempted to elicit suggestions for other persons who would have something to say about the community. A list was constructed from these suggestions and names on the list were contacted if they began to be recommended often enough or if a respondent indicated that a person represented a novel point of view. Through this procedure the KAI field work staff contacted a broad range of people representing all segments of the communities.

Throughout the course of field work the staff reviewed newspapers, attended public meetings, eavesdropped on conversations in public places, asked questions and watched the people go about their daily business. All during this period, the staff was discussing the community and forming hypotheses about the social climate. When these discussions pointed out gaps in knowledge or areas of misunderstanding, specific measures were taken to fill the gap or clear up the misunderstanding. This might involve returning to a respondent with a specific question, going to see a new respondent, or checking a fact through some other reliable source. This procedure led to a description of the community and its current issues, fears and expectations.

ANALYSIS

The basic thrust of the project analysis was to make projections for the different possible actions. These projections were then assessed to determine their implications for change. The basic procedure required that population change projections be constructed for each of the potential courses of action. These population changes were then used to assess the physical and sociological impacts on the Valley.

III

CURRENT STATUS

The current sociological status of the Wood River Valley represents the culmination of many diverse forces which have shaped the area's growth and development. The most important force operating to shape the Valley has been the ski area development and the accompanying advertising and promotional efforts of the Sun Valley Company. Recent setbacks in the national economy in general and specifically the tightening of the money market, have slowed new construction. The creation of the SNRA and the actions taken to date have not had a great impact on the area. The new year-round jobs created by locating the administration headquarters in the Valley have had a small effect on stabilizing the area's seasonal economy. Aside from the controversy associated with the location and construction of the new headquarters building, the existence of the SNRA has gone relatively unnoticed.

What follows is a description of the current sociological status of the Valley due to all of the diverse factors influencing life in the Valley.

COMMUNITY COHESIVENESS

In spite of their proximity, the towns in the Wood River Valley differ from one another on a number of dimensions. Although the four towns of Sun Valley, Ketchum, Hailey and Bellevue are within twenty miles of one another and are economically and historically interdependent, they do not form a simple cohesive community. Proximity to the ski area and facilities is the most important factor responsible for community difference. Because of their different proximities to the ski areas, the communities have developed along different lines. The communities of Ketchum and Sun Valley exist almost totally for and because of the ski area, while Hailey and Bellevue have a more diversified economic base. For example, it is quite rare to find a Ketchum or Sun Valley resident who is not or was not a skier. In Bellevue and Hailey there are many residents who have never skied. Another example of differences within the Valley involves snow mobiles. The further south of Ketchum one drives on U.S. 93, the more snow machines one sees parked in peoples' yards. Snow mobiling is more of a South Valley sport while skiing is more prevalent in the North Valley.

The Ketchum-Sun Valley resident typically migrated into the Valley from somewhere else, usually out of the State. Hailey and Bellevue residents are more likely to be lifelong residents of the area or to have migrated from within the County or State. This conclusion is supported by a school population survey which shows the student influx into the Wood River schools for 1969 through 1973. The Ketchum-Sun Valley area (Zone 5, 6 and 7 in Figure 1) had a total influx of 286 students, 84 from in-state and 202 from out-of State. The Hailey-Bellevue area (Zones 1, 2, 3 and 4) had an influx of 215 of which 99 were from in-State and 116 were from out-of-State.[1]

In addition to receiving more out-of-State migrants, the Ketchum area has grown much faster than the Bellevue-Hailey area. Between the 1960 and 1970 census, the Ketchum Census County Division grew 53.3% from 1,481 to 2,273, while the Hailey-Bellevue-Carey CCD grew only 11.2% from 3,117 to 3,467. The city of Ketchum grew from 746 in 1960 to 1,454 in 1970 and to 2,607 in a special 1975 census.[2]

It can be seen that the communities in the Valley are growing at different rates and that they are growing by attracting different types of people with different values. For this reason, it must be assumed that the Wood River Valley is not a cohesive community, but is made up of four separate communities: Sun Valley, Ketchum, Hailey and Bellevue.

Each of the communities in the Wood River Valley differs in their cohesiveness, similarity of population and life styles. Possibly the most cohesive is also the smallest - Sun Valley. The current town of Sun Valley is an artifical one in the sense that it was planned and developed and didn't just grow. Although Sun Valley was built by the Union Pacific in the mid-1930's, the current community

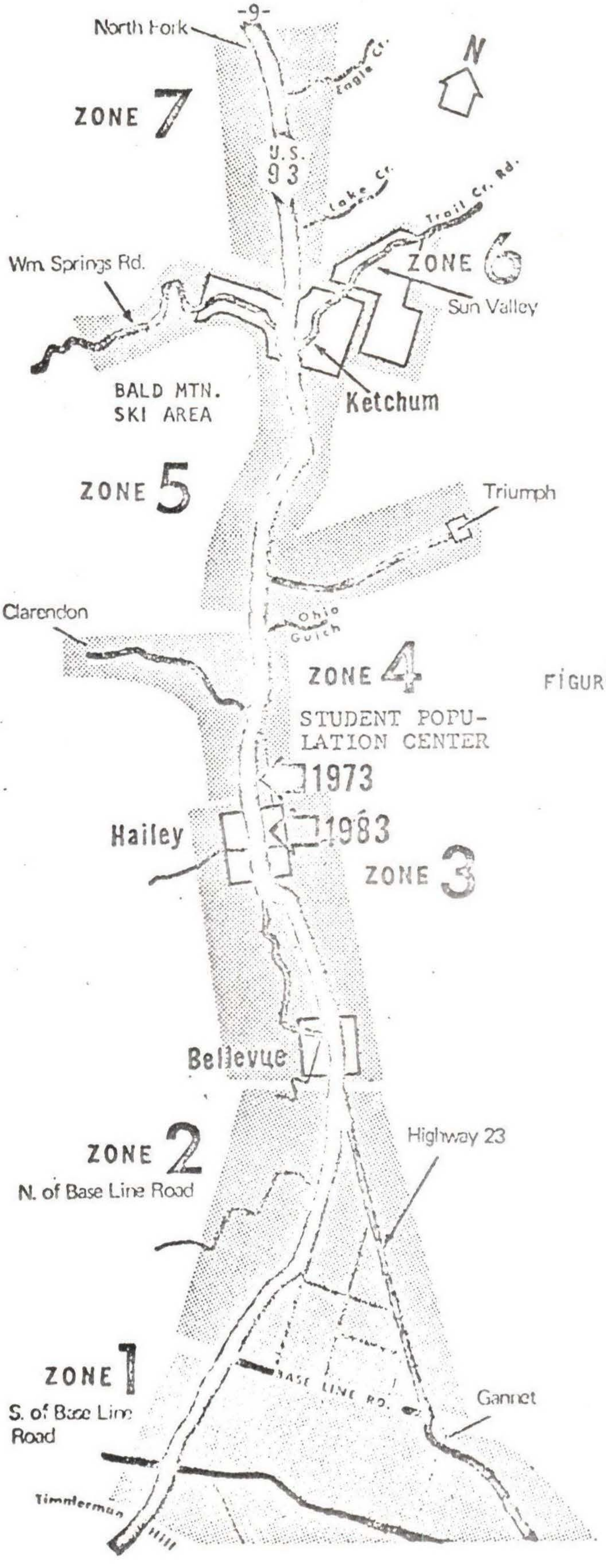

North Fork
N
Eagle Cr.
ZONE 7
U.S. 93
Lake Cr.
Trail Cr. Rd.
Wm. Springs Rd.
ZONE 6
Sun Valley
BALD MTN. SKI AREA
Ketchum
ZONE 5
Triumph
Clarendon
Ohio Gulch
ZONE 4
STUDENT POPULATION CENTER
1973
1983
Hailey
ZONE 3
Bellevue
Highway 23
ZONE 2
N. of Base Line Road
ZONE 1
S. of Base Line Road
Base Line Rd.
Gannet
Timmerman Hill

FIGURE 1: WOOD RIVER VALLEY SCHOOL ZONE MAP

has been formed since the Sun Valley Company bought out the Railroad. Because it is a planned community with almost all new homes and condominiums and very high land values, it attracts a homogeneous population. Of the 180 permanent residents counted in the 1970 census, the majority belong to a high socio-economic group. Because of its planning and tax base, the town of Sun Valley is financially able to provide for all of the town's present and immediate future needs.[3] In short, Sun Valley is a smoothly run town with a homogeneous population with compatible goals and values.

The second most cohesive town in the Valley is Bellevue. It is also the town which retains most of its rural flavor. The people are both strongly independent and neighborly. They share a common respect for the land and want to keep it agricultural. Although the people of Bellevue like to think of themselves as living an agrarian life style, they realize, and to some extent resent, the influence Sun Valley has over them. Many of the people work in Sun Valley or Ketchum, in most cases either for The Sun Valley Company or for the Forest Service. The people of Bellevue have a fear and distrust of land developers. They have successfully stopped at least one development in their town, which most likely has discouraged others from planning developments in the town.

Although Bellevue has avoided large scale development, it has experienced something of an in-migration during the last few years. People who move to Bellevue generally come from somewhere else in the Valley. Two of the reasons for choosing Bellevue are the lower land prices and the life style. Many people who work in Ketchum or Sun Valley have moved to Bellevue and bought or built a house because they couldn't afford the high cost of housing in the north end of the Valley. Others move south to Bellevue because of the rural life style. In a way, they are fleeing the high speed resort atmosphere of the Ketchum-Sun Valley area.

The slow growth due to in-migration of people from the Valley has given Bellevue a steady growth rate that is slow enough for the town to handle. The town has been able to provide services to new houses without having to borrow money, an accomplishment of which they are proud.[4] It has also helped maintain a homogeneous population since people who move into Bellevue are often compatible with the town's personality. This type of growth has allowed Bellevue to retain its community identity and cohesiveness.

Hailey, the county seat of Blaine County, has traditionally been the political, population and commerce center of the Wood River Valley. Due to recent growth in Ketchum, Hailey is no longer the largest town in the Valley, but it is growing too and is not far behind. Certain elements in the town of Hailey are much more receptive to growth than Bellevue, as evidenced by the acceptance of the McCulloch development and the housing tract on the West side of town.

Like Bellevue, Hailey is home for a number of people who work in Ketchum or Sun Valley, but cannot afford or do not want to live there. Because it is closer to the job market, Hailey has attracted more of the Ketchum-Sun Valley workers than has Bellevue. Unlike Bellevue, city and county government and local businesses generate local employment for Hailey residents. The combination of a business community striving for their share of an expanding market, working people escaping from the high cost and fast pace of the resort towns to the North, and the local government workers, makes Hailey a more dynamic, but less cohesive community than Bellevue.

Ketchum is by far the most heterogeneous, and most dynamic community in the Valley. It has enjoyed and suffered more impact due to recent development than any other community in the Valley. The town's history can be divided into three eras: the Boom-Bust period from 1880 to 1935, the Union Pacific era from 1935 to 1965, and the Janss years from 1965 to the present. During the Boom-Bust period Ketchum's economy depended first on mining and later on livestock grazing. The Union Pacific era, currently known as "the good-old-days," began in 1935, when the Union Pacific opened the Sun Valley Ski Resort. Ketchum remained a stable, small community until the Janss years when the Sun Valley Company bought the resort from the Railroad and expanded the operation into a moneymaking venture.

Likewise, the population can be divided into three groups according to when they first moved into the area. The oldest and smallest group consists of the old mining and ranching families who were in the Valley before it became a ski area. These people own and operate many of the older established businesses and some have extensive land holdings in the area. The second group is composed of people who migrated into the area during the Union Pacific era. Some of these people were railroad employees who were brought in to operate the resort. Others moved into the area because of the skiing and glamorous resort atmosphere. These two groups form the stable nucleus of the community. They control much of the wealth, land, and until quite recently, the political power.

A third group consists of people who came during the Janss years. This last group can be further divided into three subgroups: the settlers who made the community their home, the exploiters who saw the chance to make quick money, and the transients who come for a season or two to work and play, and then move on.

Each of these diverse groups have different wants and expectations for the community. The interaction of these groups makes Ketchum an exciting, dynamic place to live. Although Ketchum is composed of diverse groups, there is a definite sense of community among the majority of the permanent residents. A visitor is impressed with the people's pride in their community and concern for its future.

GENERAL WELL-BEING

The general well-being of a community is best described through a number of components. In the following section, the Wood River Valley is discussed in terms of a number of these components.

Family Structure

It is the general consensus in the Valley that the family structure is weakening. This perceived change in the family structure is most evident in the recent arrivals in the Valley, those who have moved in during the Janss years. Life in the Valley, especially in the Ketchum-Sun Valley area, can be very hard on a marriage and family. The cost of living, in general, and of housing, in particular, is high in the Valley and wages are often low. This puts pressure on a marriage, for a couple may have to share living quarters with others and/or work two or more jobs at once. It is common to find a waitress who works in one restaurant in the morning and another at night, or to find a man who makes salads in advance for several restaurants in the morning and cooks or washes dishes elsewhere at night. These conclusions are supported by 1970 census data which show that Blaine County has the lowest ratio of non-workers to workers of all counties in the State, 1.09 for Blaine vs. 1.53 average for the entire State. Blaine also has a higher percentage of women in the labor force than any other county in Idaho (50.7% vs. 39.0%). Similarly, the proportion of males in the labor force is higher in Blaine than the State average (81.3% vs. 75.3%).[5]

A different kind of pressure occurs at slack time - the periods of time between the peak tourist seasons - when people who were working and playing around the clock suddenly have a lot of free time. For some, this can be harder than working all the time. During slack time, people find that they are suddenly confronted with emotional and marital problems for which there was no time during the busy season.

The high speed social life of the Upper Valley is also hard on marriages. The social life is oriented toward singles in search of "adventure" and "experience." The impression one gets from talking with both residents and transients and from observing the Ketchum night spots is that monogamy is a curious social custom practiced by only a few.

All of these things contribute to the area's high divorce rate, which in turn leads to single parent families. Single parent families are also attracted to the area for other reasons. Idaho's short six week residency requirement has traditionally attracted people from other areas of the country to Ketchum-Sun Valley to get a divorce. Once a divorce has been granted, some of the people stay on and become permanent residents. Other recently divorced people are attracted to the area by the promise of a new, more exciting life.

The end result of this high divorce rate and influx of divorced persons is that the traditional, stable, two-natural-parent family is less prevalent in the Wood River Valley, especially the Ketchum-Sun Valley area, than elsewhere in the State and Nation This is compounded by the abnormally high percentage of young never-married people living and working in the Upper Valley. The special 1975 census conducted in Ketchum showed that 22.3% of the population was in the 20-24 year age group compared with 7.4% for the County as a whole in 1970. Ketchum also had a higher percentage in the 25-29 year age group, 19.1%, and in the 30-34 year age group, 10.4%, than did the County as a whole, which had only 13.4% in both groups combined. The median age for Ketchum was 26.7 in 1975, as compared to 29.5 for all of Blaine County in 1970.[6]

When a community grows due to in-migration, the new families formed lack the extended family ties that are traditionally part of old, stable communities. One gets the impression that the families in the Valley, composed of recent in-migrants from out-of-State suffer to some extent from the lack of the stabilizing and supportive influence of the extended family. The effect of the extended family seems to be greatest on small children, 10 and under. The large family unit provides a sense of steadiness and calmness about the world which helps give children an identity and confidence.

In summary, it must be said that the family structure of the Valley is changing, not because the stable families of long time residents are changing, but because of the influx of new people with new life styles. This discussion does not imply that a family that has lived happily in the Valley for 15 years is about to break up and join the swinging singles. There has always been divorce, there have always been single parent families, and they exist throughout the State and the Nation. What is unusual about the Ketchum-Sun Valley area is that in-migration is increasing the percentages of these populations above the national average.

The high proportion of singles and single parent families is centered around Ketchum and Sun Valley. They are beginning to move South to Hailey and Bellevue due to the economic and social pressures which affect all area residents.

Culture

Through its nearly 100 year history of mining, grazing and outdoor recreation, the Wood River Valley has developed its own cultural heritage. The underlying factor of the Valley's culture has been that of the rugged individualist striving for self-sufficiency, a person who tests himself by competing with nature through outdoor sports and pursuits like hunting, fishing, hiking, skiing, etc. In recent years there has been a tendency to focus on less extractive or consumptive pursuits such as cross-country and alpine skiing, and backpacking. Hunting and fishing are still extremely popular, but there has been a subtle shift in the emphasis from the kill to the more general outdoor experience. The change is most likely due to the readily perceived decrease in game and to the nationwide ecological consciousness.

There are some regional differences in culture within the Valley. Toward the South around Picabo and Carey, the emphasis is placed more on ranching and the cowboy image, while in the Upper Valley, the image of the mountain man is more popular.

For an area of its size and location, the Wood River Valley offers unique cultural opportunities for both residents and guests. The area boasts several art galleries and opportunities for taking various types of arts and crafts lessons. The Sun Valley Center for Arts and Humanities offers a broad range of cultural and educational events and classes. Part of Sun Valley Corporation's program for summer and slack times includes continuing education programs for professionals. During the busy winter season, the area attracts noted entertainers, performers, and drama troupes. Many of these aforementioned activities are geared to and used mainly by the tourist and seasonal resident. They are mostly located in the resort areas of Sun Valley and Ketchum. Although the activities are geared to the tourist, they are available to the local resident who has the interest and money to take advantage of them and they do contribute to the cultural climate of the area.

In summary, the Valley and Ketchum-Sun Valley in particular, has been dubbed the intellectual and cultural capital of Idaho due to its young and highly educated populace. In a 1973 survey conducted by the Ketchum Community Project, 57% of the respondents reported that the cultural activities in the Valley have improved during the past five years. Only 11 percent felt that they had become worse.[7]

Leisure Facilities

The Wood River Valley has ample nonpersonal resources for leisure time activities. Its status as a summer and winter resort area make available many more resources than would normally be found in an area of its size. The most visible leisure resource, Bald Mountain Ski Area, is beginning to be less available to the local residents. The increased cost of season and daily lift tickets without a corresponding increase in wages is pricing quality skiing out of the grasp of many of the locals. In addition to the increased cost, many residents feel that the quality of the skiing is decreasing. Widening the runs and the use of short skis has made the mountain less enjoyable for the local expert skier. This impression contrasts with the 1973 finding of the Ketchum Community Project Survey which found that 70.9% felt that Alpine skiing was better than a few years ago, 17.8% thought it was the same, and only 11.3% said it was worse.[8] There is considerable community resentment of the in-increase from 275 dollars in 1973 to the current 450 dollar cost.

The resort character of the Upper Valley provides the communities with a number of fine drinking and dining establishments. Although these are often crowded during the peak winter season, the locals have them all to themselves during the slack times.

The Valley has three movie theaters, a radio station and a cable TV system, which is currently undergoing franchise negotiations. Sun Valley and Elkhorn provide golf, tennis, and ice skating facilities. Ketchum has ten women's, ten men's and six children's baseball teams.

The Valley's position of being nearly surrounded by National Forest and B.L.M. lands, and its proximity to the Sawtooth National Recreation Area, and its wilderness allows a number of outdoor activities. These include cross-country skiing, snowmobiling, back-packing, hiking, hunting, fishing, camping, and boating. Respondents to the 1973 Ketchum Community Project questionnaire rated the change in quality of many of these activities.[9]

	Percent		
	Better	Same	Worse
Cross-Country Skiing	65.4	30.3	4.4
Hunting	6.3	21.8	72.0
Fishing	7.9	25.6	66.5
Hiking and Camping	13.9	42.8	43.3
Social Activities	37.2	49.6	13.2

Unlike the Alpine skiing rating discussed earlier these ratings agree with current sentiment. Cross country skiing is better because more areas have been set aside specifically for that activity. Hunting and fishing are worse because of increased pressure on the game due to over-hunting and fishing, and building in wintering areas. Hiking and camping are the same or worse because additional trails and facilities are barely keeping up with demand.

Safety

The level of public safety in the Wood River Valley is quite high. The amount of crime in the Valley has increased in recent years, but not much more than would be expected due to the increase in population.[10] The local law enforcement agencies have grown to keep pace with demand.

Each community in the Valley has its own law enforcement system to take care of its own internal problems. The County Sheriff has primary responsibility for policing the unincorporated areas of the County including the National Forest within the County. The Sheriff has the only jail in the County which is used by all the local law enforcement agencies.

Most of the reported crimes in the Valley are property crimes, with larceny being most popular. The City of Ketchum's Police Department reported the following breakdown for known offenses for 1973, 1974 and the first half of 1975:

OFFENSES KNOWN TO KETCHUM POLICE

	1973	1974	1975 thru June
Negligent Manslaughter	0	1	
Robbery	1	0	
Assault	13	17	1
Burglary	21	49	31
Larceny	107	153	74
Motor Vehicle Theft	13	8	4
Total	155	228	110

As can be seen, larceny is the most common offense accounting for 69% of the total in 1973 and 67% in 1974 and the first half of

1975. The few crimes of violence are mainly bar fights.[11]

The crime pattern in the Upper Valley communities of Ketchum and Sun Valley is similar to that encountered by the larger cities in Idaho. As the size of the law enforcement agency changes, there is a trade off in the percentage of reported crimes that are classified as larceny and burglary. Larger cities have a higher percentage of larceny and less burglary than smaller cities and towns. As can be seen from the following recent data, Sun Valley and Ketchum have larceny and burglary percentages similar to those of Idaho's larger cities, while Blaine County has percentages similar to Idaho's smaller law enforcement agencies.

BURLARY AND LARCENY AS PERCENTAGES
OF OFFENSES KNOWN TO POLICE[12]
January - June 1975

Agency	Burglary Percentage	Larceny Percentage
over 25,000	22	68
15,000 to 25,000	27	63
5,000 to 6,500	28	61
under 5,000	32	58
Sun Valley	26	70
Ketchum	28	67
Blaine County	32	56

The January - June 1975 data is presented here because it was the most readily available, which gave comparable rates for Sun Valley, Ketchum and Blaine County and the state of Idaho. These data support the conclusion of local law enforcement officials that the Upper Valley towns of Ketchum and Sun Valley have urban law enforcement problems.[13]

Under normal circumstances the most appropriate presentation of crime data would be to compare crime rates per 100,000 population for the communities in the Valley with the rates for the different sizes of communities in the state. Because of the large seasonal fluctuations in population it is not possible to compute comparable rates for the communities in the Valley. For example, when Ketchum's permanent population of 2,607 is used to compute a crime rate, the town has a rate of 4,219 reported crimes per 100,000 which is about twice as high as the average for the State's largest cities. If a peak population estimate of 10,000 is used, Ketchum's rate becomes 1,100 which is lower than the State average for small communities.

Ketchum, which experiences large seasonal fluctuations in population also experiences similar fluctuations in offenses. This can be seen from Figure 2, which shows offenses per month for 1973 and 1974. As can be seen, the rate is highest during the winter and summer seasons and lowest during spring and fall slack time. The sheriff who covers the unincorporated areas which are not as susceptible to population fluctuations does not report such a cycle.

Most of the communities in the Valley report that theft is one of their biggest law enforcement problems. Most thefts, they feel, are crimes of opportunity, committed by transients who need money to leave town. None feel that drug abuse is a particularly big problem. There is some soft drug use, but it is not presenting a law enforcement problem.[14]

According to the 1973 Ketchum Community Project Survey, nearly 70% of the community was satisfied with the police protection they were receiving.[15] The law enforcement officials feel that their staff and facilities are adequate to deal with the current level of problems.[16]

Fire and emergency services in the Valley are adequate. The fire departments in Sun Valley and Ketchum, the communities which have received the greatest fire protection load, both have modern departments.[17] Ketchum's fire department is one of the best in the State for a town of its size, and has received national attention because of its ability.[18] It serves as the backbone for the Upper Valley area and provides backup to other communities in the Valley.

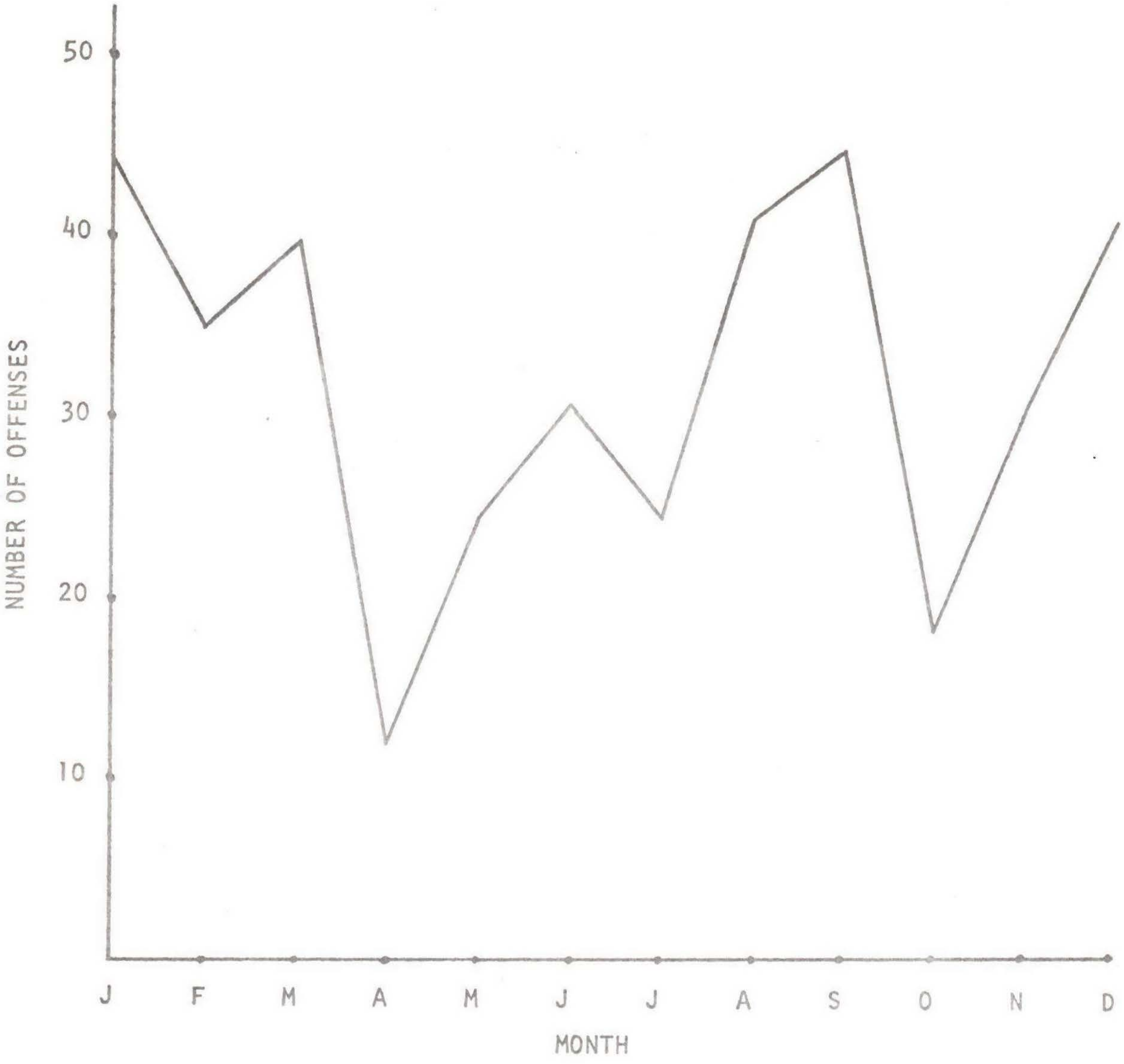


FIGURE 2: TOTAL OFFENSES PER MONTH--1973 & 1974
KETCHUM, IDAHO

SOURCE: CITY OF KETCHUM POLICE DEPARTMENT

Equality

The communities in the Wood River Valley are very racially and ethnically homogeneous. There are virtually no members of the minority groups common in this Country - Black, Chicano or Indian.[19] For example, the 1975 special census of Ketchum, the most heterogeneous community in the Valley, found 15 non-Whites, two Blacks and 13 members of other races. The closest thing to an identifiable ethnic group in the Valley would be either the Austrian and other European ski instructors or the Basque sheepmen.

Although there seems to be no ethnic basis for political, economic or social discrimination, certain groups do have less power than others. For example, the most recent arrivals, those who come in to the Upper Valley to stay for a year or two, or only for a season, neither have nor want any community involvement. These people come to the area for the recreational benefits and are not interested in becoming members of the community.

The permanent residents who have moved into the area during the Janss years are in a slightly different situation. They have committed themselves to becoming permanent residents and members of the community. Although they have made a commitment to the community, they have found it hard to find representation in local government. Until quite recently, it was not possible for anyone with less than twenty or thirty years residency to get elected to a local office. Now that permanent residents who moved into the community during the Janss years are becoming the majority, they are beginning to obtain a political voice in local politics. Even though this group has lacked official political power they have had considerable clout in public hearings and meetings.

A broad segment of the community, especially in the Upper Valley, feels that they do not have meaningful input regarding the regulation of the Sun Valley Company's actions on the mountain. Since the economic, social and political life of the Valley revolves around the mountain, it is felt that the community should have a real voice in the Forest Service's regulation of Sun Valley Company's use of the mountain. There is general sentiment in the Valley that the

Forest Service simply rubber stamps Sun Valley's plans for the mountain. Examples most often mentioned when discussing this complaint are the widening of trails, removing tree islands from trails and raising the price of a season lift ticket. Although some of these actions are outside the jurisdiction of the local Forest Service, the community is still upset and tends to blame the Forest Service in lieu of a more accessible target.

Physical and Mental Well Being

One of the advantages of a popular resort area like the Wood River Valley is that it attracts doctors and other professionals who want to relocate in the area. There are two small hospitals in the Valley, one in Sun Valley and one in Hailey, plus a clinic in Ketchum. With two new doctors who are moving into Hailey, there will be a total of 12 medical doctors in the Valley engaged in patient care, four each in Sun Valley, Ketchum and Hailey. This number compares favorably with the State average which predicts eight to nine for an area the size of the Wood River Valley.[20] The present facilities are adequate even during the peak season.[21]

One unmet medical need in the community is for convalescent/ nursing home facilities. There currently are none in the Valley. The elderly in need of nursing care and those needing long term convalescent care are forced to leave the Valley to find it.

The most common problems treated during the peak winter season are gastrointestinal and upper respiratory ailments. The G.I. tract problems reflect the stress associated with living and working in the Valley during the busy season. The respiratory problems are due to normal winter colds that get out of hand due to working and playing too hard. The area has a high incidence of V.D. in proportion to its population.[22]

According to the 1973 Ketchum Community Project Survey, 69.6 percent of the respondents agreed with the statement that hospital facilities were adequate. Only 12.8 percent disagreed and thought they were inadequate.[23]

The Valley also has adequate mental health facilities. Services are provided by the State operated Community Mental Health Center (CMHC) in Hailey. This is a satellite center operating out of the Twin Falls office. The Hailey CMHC offers five basic services: in-patient care, partial hospitalization, 24 hour crisis service, consultation, education and information and community services. In addition to the local staff, a psychiatrist comes up from Twin Falls once a month.

Alcoholism is one of the biggest problems and is still increasing. The number of driving-while-intoxicated arrests are huge for the population of the area.[24] The center has hired a special counselor to deal with these alcohol related problems. Drug abuse problems have been decreasing over the last two or three years. It seems as though drug abuse has been replaced by alcohol abuse. The Center also spends considerable time with family and marital problems. The center operates a number of programs to deal with the community's special problems, such as "Parent Pals" to help single-parent families or therapy groups to help people deal with the slack time depression syndrome.

Work Environment

Recreation and related service industries, construction, manufacturing, agriculture and local and Federal Government are the major contributors to the Wood River Valley's economy. Recreation and tourism are without a doubt the most dynamic economic force in the Valley.[25]

The whole economy of the Valley closely follows the seasonal cycle of the recreation industry. This cycle is characterized by two peaks, a major one in the winter during the ski season, a second peak during the summer and two valleys or slack periods, one during the fall and a deeper one in the spring. This cycle is illustrated in Figure 3, which is taken from *Transition-The Ketchum Plan*. This Figure shows each month's activity as a percent of the total yearly activity. The activity included in the Figure is business activity, motel occupancy, and energy demands.

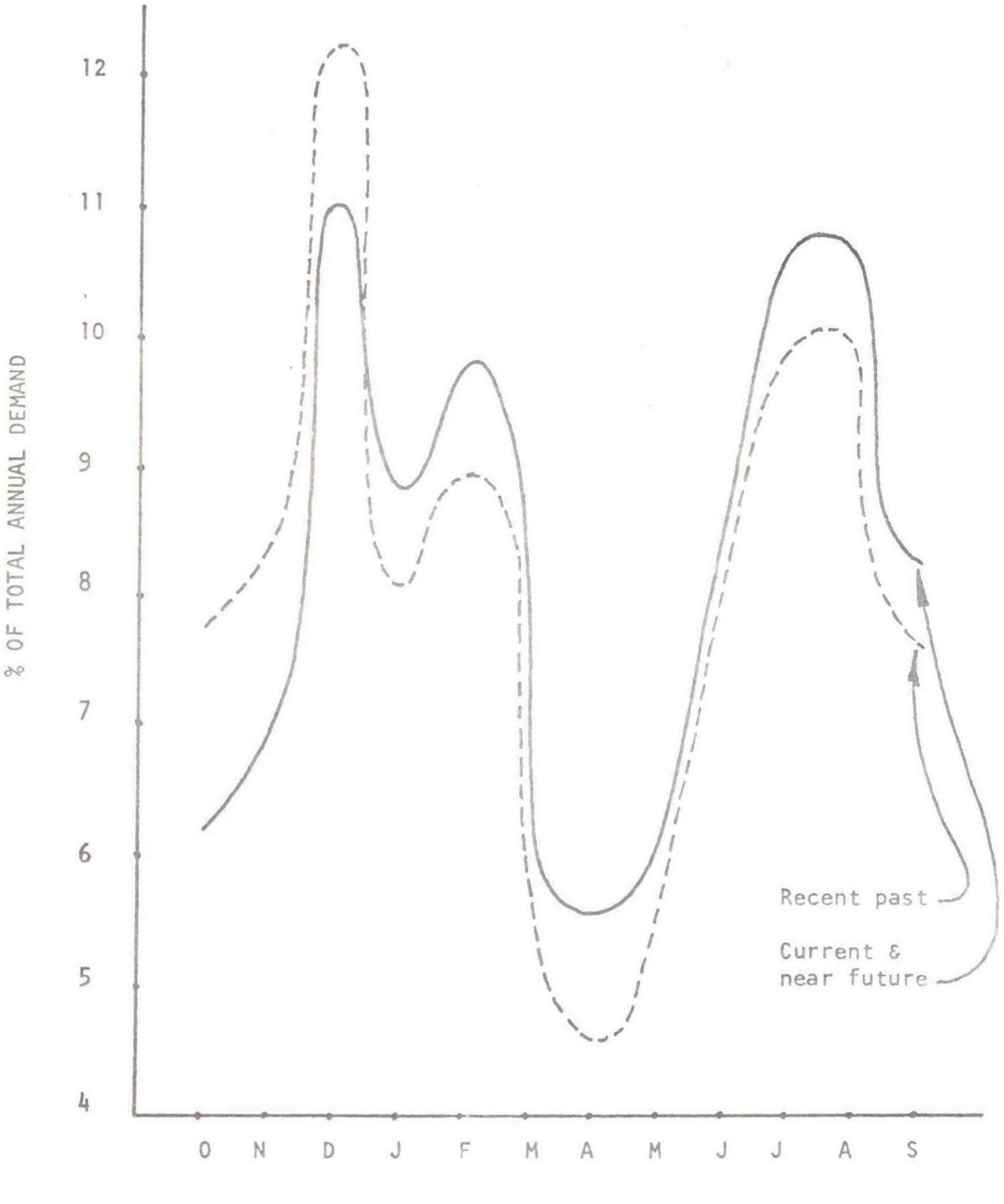


FIGURE 3: MONTHLY PERCENTAGE OF TOTAL ANNUAL ACTIVITY OR DEMAND KETCHUM AND/OR KETCHUM/SUN VALLEY

This seasonality phenomenon is one of the most important aspects of the Valley's work and business environment. It means the businesses have to make enough money during the peak to carry them through the valleys when they may have to close or take other measures to reduce their overhead. It also means that employees in seasonal businesses, who will be laid off or forced to work reduced hours, also have to make enough during the peaks to live through the slack. If they can't, then they must leave the Valley and work elsewhere during slack time.

This seasonality phenomenon has several effects on the work environment. First, it forces the permanent residents to work very hard in order to make enough to carry them through slack. As mentioned earlier, it is not unusual to find people in the highly seasonal jobs like food service holding down two jobs. Second, it tends to force the permanent residents to seek more stable employment in less seasonal jobs. When the permanent residents avoid seasonal work then the businessman must turn elsewhere for employees. He turns to the transient, the person who comes for the season and will move on when the season is over.

This puts the community in an awkward position. To some extent the transient is resented because he does not contribute to the community. He is there to have a good time. He isn't interested in community problems or affairs. He pays no taxes but uses services and contributes to the housing shortages and high rents. Also, since he is typically working only to be able to live in the Valley during the season, he will work for less than a local, thereby holding wages down. Although the transient is often resented by the permanent members of the community, he is necessary. Without him they could not serve the tourists upon which they depend.

The seasonal jobs and others which involve providing direct services to the visitor fall into two categories. There are the "up front" jobs which require nearly constant direct contact with the visitors and the "in back" jobs like dishwasher and cook which don't require direct contact. Each of these types has its advantages and disadvantages and each requires a different type of personality to last at the job.

The "out front" jobs like waitress, bartender and bellhop are higher status and better paying because of tips. They require that the person meet certain standards of appearance and conduct and have a personality compatible with providing personal service. People who travel to resort areas for vacation can be difficult to deal with. They are paying a lot of money to have a good time. The "out front" person is their most direct contact with the community and is held accountable for their experiences in the Valley. This task of playing host to hundreds of people a day for three or four months can be emotionally draining and stress-producing. The "in back" jobs have less status, are lower paying but offer more freedom in terms of appearance and personal conduct.

Housing

As with most things in the Valley, the housing situation varies with the season. From an examination of the "For Rent" ads in the local newspapers during October and early November, some types of housing seemed to be available for the winter months. The type of housing advertised during the fall seem to be most appropriate for people coming in for the ski season. Much of what is advertised for rent is condominiums, studio apartments and effiencies. For those ads that indicate a price, the average rental rate is in the neighborhood of $250 per month, ranging from $125 per month for a room with kitchen privileges to $550 per month for December through April for a deluxe furnished, two bedroom, two bath house. According to local residents availability of all types of housing decline as the ski season approaches and those who do not make arrangements to rent early will have trouble finding housing during the winter.

According to local residents, the housing situation is most serious for working people with families who need something larger than an apartment or condominium. People in this situation find it extremely difficult to find an adequate place to buy or rent in the Upper Valley, where land values and rents are highest. For example, the only U.S. Forest Service employees living in Ketchum either have U.S. Forest Service housing or are long time residents who bought their place before prices skyrocketed.[26] The housing situation is less acute in the Hailey-Bellevue area where land is not as expensive and rents are lower.

Aesthetics

Because of the resort nature of the Wood River Valley, the aesthetics of the Valley are of economic as well as personal concern. The importance placed on aesthetics varies according to individual attitude and sensitivity. The number of tourists attracted to the Valley each year and the reactions of the locals indicate that there is a consensus that the scenic quality, air quality, water quality, and other aspects of the Valley's environment represent valuable resources. Preservation of these resources is of major importance to the residents as well as to the recreational economy.

In addition to the natural scenic beauty of the Valley, the man-made structures also contribute to the aesthetic qualities of the area. Both the small communities with their brick businesses and wood frame houses and the traditional farm complex of barns, outbuildings, equipment, fields under cultivation and open range lands provide historic and aesthetic values. To some extent, these values have been marred by mobile homes and metal pre-fab buildings that have been located throughout the Valley in view of the highway. Not all of the new buildings in the Valley clash with the traditional image of the communities. Those structures with brick or rough wood exteriors seem to be compatible with the existing structures.

Transportation

The automobile provides the primary means of transportation in the Valley. The increasing commuter traffic between the Ketchum/Sun Valley area and residential areas in the Lower Valley combined with increased summer tourist traffic has had a massive impact on existing circulatory systems, particularly on U.S. 93 in the Upper Wood River Valley.

Minimal public transportation is provided by the Sun Valley Stage Line which runs once daily to and from Twin Falls. Limousine services provide transportation from Friedman Airport to the Sun Valley area. During the ski season, bus service is provided from Sun Valley to the Warm Springs and River Run entrances to the mountain. Sun Valley Company also provides bus service once a day to pick up employees in Hailey and Bellevue and take them home again.

U.S. Highway 93 is the major arterial highway through Blaine County. This highway crosses the western United States in a virtually direct North-South route. It is the major part of a highway system connecting Mexico and Canada, and is called the "Holiday Highway of the Continent." Within the region, U.S. 93 connects Ketchum, Hailey and Bellevue with Stanley and Challis to the north, and with Shoshone and Twin Falls to the south.

Because of the increased traffic volume on U.S. 93 in the Upper Wood River Valley, the State Highway Department held public hearings in 1974, on its alternative proposals for improving U.S. 93 between Bellevue and the southern SNRA boundary. The Highway Department draft environmental statement prepared for these hearings delineates the political and environmental implications of these alternatives. The need for highway improvement is identified as follows:

> "Currently U.S. 93 carries an average daily volume varying from 1,580 vehicles north of 68 to 8,300 vehicles in Ketchum. By the year 2,000 it is estimated that traffic demands on U.S. 93 will more than double. This growth will require a four lane highway in order to provide a safe and efficient transportation facility for the local and regional needs. Alternative modes of travel, while desirable in the Wood River Valley, will not significantly reduce the need for highway improvement.
>
> The present roadway is substandard in terms of lane widths, shoulders, horizontal alignment and pavement condition. Portions of the highway through urban areas create a hardship on the local communities due to traffic congestion which hampers local circulation."[27]

Based on these hearings, the Highway Department has taken the following actions:

1. Surface improvement of the existing two lane alignment. This was completed in the summer of 1974.

2. Initiation of design phase studies of present alignment through the Red Top/ Cold Springs corridor.

3. Continuation of alignment evaluation through Ketchum.

With the exception of State and Federal highways and some county and city roads, all other roadways are unpaved. During the winter travel and access is limited by snow on unplowed roads. In the short summer Forest Service road crews clear mountain roads for entry into cabins and camping areas for seasonal residents and tourists.[28]

The Union Pacific Railroad has a spurline from Shoshone to Ketchum. Use on the line is presently minimal, meeting Public Utility Commission requirements for system utilization. The railroad is used occasionally for transporting goods to the Wood River Valley. A history of special ski trains lies in the past; the most recent Los Angeles special entered the Valley in 1972. The location of the UPRR is shown on the comprehensive plan maps which are included in Appendix A.

In 1972, an independent rail study was initiated for the purposes of making this an historic rail facility.

The proposal suggested the following uses for such a facility:

1. Transporting school children. All Blaine County junior and senior high school students are bussed to the central school in Hailey, with the exception of Carey youngsters, who attend their own school in that city.

2. Transporting commuters who, for example, might work in Sun Valley and live in Bellevue or Hailey.

3. Moving visitors from airport and other terminal facilities to recreational destinations.

4. Moving recreational skiers from housing to ski areas.

The proposal was based, in part, on the prospect of the Department of Transportation mass transit funding under the 1974 Highway Act.

The poor physical condition of the existing trackage, high equipment and facility costs, and low transport speeds create serious competitive limitations to such a system and it has not been supported by local, Highway Department or Railroad officials.[29]

The Friedman Memorial Airport is the only public airport facility in Blaine County and has become the busiest airport of its size in the State. It is restricted from use by larger aircraft, due to the narrowness of the Valley; however, commercial feeder lines connect Friedman with larger airport facilities in Boise, Twin Falls and Salt Lake City. There are several private airports, including Gimlet, Picabo and Moonstone.[30]

Utilities

The Idaho Power Company supplies electric power to Blaine County from a network of hydroelectric power generating facilities throughout Idaho. Primary service into the Wood River Valley is provided by one 138 K.V. line which runs from Hagerman to the Wood River Substation, which services the northern end of the Valley. In addition, an older 48 K.V. transmission line services agricultural areas in the southern portions of the County.

The increase of population combined with reliance on electrical power for residential heating and other uses has resulted in the power demand increases. Peak demand periods occur during the severe cold weather. Although present demands are well within service capability, reliability has been a major consideration. The 50 m.w. turbine generator constructed at the Wood River Substation and an alternate 138 K.V. transmission line to Ketchum should eliminate this problem. The increased use of sprinkler irrigation systems in agricultural areas of Blaine County and the State is resulting in major demands during the summer months.

The Intermountain Gas Company supplies natural gas to the Wood River Valley (Sawtooth Division) by means of an eight inch transmission line. As with electrical energy, peak demands occur during cold periods. The low cost of natural gas has resulted in extensive conversion to this fuel for primarily residential use since the lines' installation in 1964.

There are a number of different public and private water and sewer systems in the Valley. The cities of Sun Valley, Hailey and Bellevue have municipal water systems. Ketchum is presently served by several small private water systems and private wells with one major system, the Ketchum Spring Water Company serving the town core. Few of the systems are adequate for fire flow and storage capacity is inadequate.

The cities of Sun Valley and Ketchum share a sewer system, with each city allowed 50% of the system capacity. The system was constructed in 1968, and was projected to handle the needs of the two communities for 20 years. Recent information showed that Sun Valley never used more than 50% of its share while Ketchum used up to 90% of its allowed capacity during March, 1975. If this is true (there seems to be some question about the accuracy of the sewer monitoring equipment) then the sewer system may reach capacity in a short time.[31]

Hailey has its own municipal sewer system, which is currently being expanded by McCulloch Properties. The new plant, which is being constructed at Woodside, will be ready by the fall of 1976. When the new plant is operational, the city will have capacity for a population of 6,000.[32] In Bellevue and the unincorporated areas of the Valley, residents use either septic tanks or holding tanks.

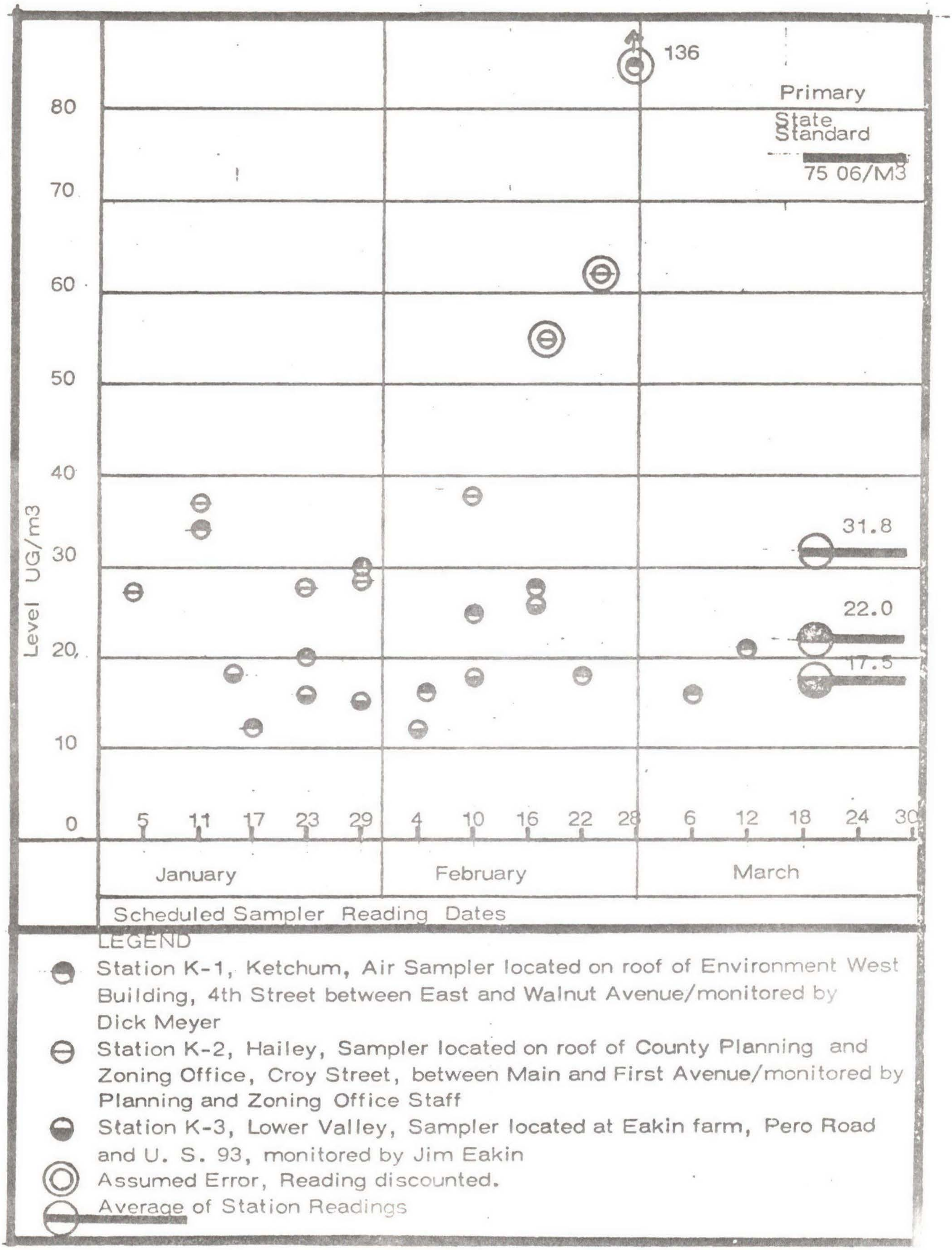
Telephone service for the Valley is provided by Mountain Bell Telephone Company. Mountain Bell can adequately serve the Valley's needs for the foreseeable future.

Pollution

The Wood River Valley is an area where pollution control and environmental protection are almost universally accepted. According to the 1973 Ketchum Community Project Survey, 97.3% of the Upper Valley residents surveyed agreed that measures should be adopted to protect the water quality of existing streams and rivers. When asked about existing air quality, 92.6% agreed that steps should be taken to protect it.[33]

The Blaine County Planning and Zoning Commission in combination with the State Department of Health and Welfare has begun taking air samples to establish the existing air quality in the Wood River Valley. Results of this sampling program for the First Quarter of 1974 are shown in Figure 4. Ketchum averaged 22.0 micrograms of particulate matter per cubic meter (ug/m^3) for the three month period. Hailey averaged a higher 31.8 ug/m^3 and the lower Valley south of Bellevue had the cleanest air with a 17.5 ug/m^3 average. All three of these averages compare favorably with the primary State and Federal standard of 75 ug/m^3. By way of comparison, major urban areas like New York and Los Angeles consistently average over 200 ug/m^3, while Boise often registers over 120 ug/m^3.[34]

Because the Wood River Valley is an enclosed mountain valley, it is protected from the prevailing westerly winds. This situation is particularly favorable to the formation of thermal



● Station K-1, Ketchum, Air Sampler located on roof of Environment West Building, 4th Street between East and Walnut Avenue/monitored by Dick Meyer

⊖ Station K-2, Hailey, Sampler located on roof of County Planning and Zoning Office, Croy Street, between Main and First Avenue/monitored by Planning and Zoning Office Staff

● Station K-3, Lower Valley, Sampler located at Eakin farm, Pero Road and U. S. 93, monitored by Jim Eakin

◎ Assumed Error, Reading discounted.

○ Average of Station Readings

FIGURE 4. AIR SAMPLING RESULTS FIRST QUARTER 1974

inversions during the winter months. When an inversion occurs pollutants are trapped in the Valley by a layer of warmer air instead of being allowed to dissipate into the general atmosphere.

During the winter, the major source of visible pollutants seems to be smoke from fireplaces, with auto emissions contributing to a lesser extent. In order to combat this, Sun Valley has converted the fireplaces in many of its condominiums to natural gas. In the summer, dust from farming operations and from unpaved roads makes a significant contribution to the area's air pollution.

The Big Wood River, which flows through the Valley, carries a mean annual flow of 316,000 acre/feet at Hailey. Although none of the Big Woods' water is used for domestic purposes, its quality is still good enough so that only normal treatment would be required to make it suitable for such use. Ground water in the Valley is of suitable quality for both domestic and agricultural use. Tests indicate the area's ground water ranges from moderately hard to hard and meets the State's standards for drinking water.[35]

Potentially, the most critical pollution problem in the Valley is the possible degradation of its surface and ground water. The Valley's floor is composed of highly porous river deposits and contains a high groundwater level throughout the year. Geologic studies indicate that the ground water aquifer is interconnected with the Big Wood River.

The pollution problem arises from the discharge of partially treated sewage from septic tanks and other sources into this aquifer. Certain quantities of this discharge can be absorbed without undue effect on the quality of either the aquifer or the river. The quantity of effluent that can be safely discharged is not known and is not apt to be known until the aquifer has been polluted. Once this occurs, remedial abatement procedures will be insufficient to prevent wholesale contamination.

More detailed discussion of the Valley's water situation can be found in the *Ketchum Community Project* and the *Blaine County*

Comprehensive Plan Inventory. In addition, The Idaho Department of Water Administration has conducted a study of the Valley Water Quality which will provide more technical data on the problems.

Land Use

The Wood River Valley is relatively long and narrow and is bound by mountains on three sides. The majority of the surrounding mountain land is U.S. Forest Service or Bureau of Land Management lands and is used mainly for grazing and recreation. Mining once was a major activity in the area but this activity almost entirely ceased. The Valley floor has traditionally been used for agricultural purposes with irrigated crop land in the flat land in the Hailey-Bellevue area and grazing and dry crop land elsewhere. In the Upper Valley around Ketchum almost all of the private land is being converted to low-density residential and recreational uses. The same trend is beginning to occur further south around Hailey and Bellevue due to speculative interests in agricultural lands, which raise their value to two or three times their producing worth. The highest density residential development is occuring in and near Ketchum and Sun Valley. The agricultural lands of the Middle Valley are being converted to lower density one to five acre "ranchettes."

A number of political divisions in the Wood River Valley have developed, or are currently developing, land use plans. Sun Valley has a comprehensive long-range plan for its future growth and development. The City of Ketchum is considering *Transitions, the Ketchum Plan,* which will serve as the basis for the City's long-range plans. The most complete description of current land use patterns in the Valley and an outline for future use is provided in the *Blaine County Comprehensive Plan*, prepared by the County Planning and Zoning Commission. This plan is currently being considered for adoption by the County Commission. The land use section of the *Blaine County Comprehensive Plan* provides a detailed discussion of current land use patterns, trends, anticipated impacts and recommended regulations for the Big Wood Valley. For this reason, the Land Use Chapter, Land Use

Maps, and Instructions from the *Blaine County Comprehensive Plan* are included in this report as an appendix. The text of this report will summarize the significant features of the County's proposed land use plan.

The proposed land use plan contains conclusions and recommendations in five areas: agricultural, recreational, residential, commercial and industrial. The major interest of the Agricultural sections is to encourage the preservation of productive agricultural lands. This would be done by reducing the minimum densities on productive lands. Planned development on unproductive agricultural lands would be encouraged by establishing density transfer procedures with incentives to promote preservation of productive lands. The Recreation section of the plan acknowledges the unmet need for parks, bicycle trails and other recreational spaces in the more densely inhabited areas in and around the communities in the Valley. It was recommended that the County Park Commission be revitalized and funded to plan for specific recreational activities in the County.

One of the basic intents of the residential section of the plan is to contain future permanent residential land use within the Middle and Upper Wood River Valley. In addition, it is suggested that residential zoning densities be reduced to conform with projected design populations and actual area residential carrying capacity.

The section on commercial land use would prevent strip development by restricting commercial uses to existing community centers.

Industrial uses that could be objectionable because of air, noise, visual or other types of pollution will be isolated. Light industrial uses which are "relatively unobjectionable" would be permitted in three areas: the Ohio Gulch area, a strip of land west of the airport and an area north of Ketchum between U.S. 93 and the UPRR.

Leadership and Communication Networks

One of the more striking features of the Wood River Valley is its lack of effective continuing leadership. There is no one person or group that can shape public opinion, mobilize or maintain public action or generally inspire public confidence.

There are several sources of power and leadership operating in the Wood River Valley. The most visible are the local governments. The four communities in the Valley each has an elected government, consisting of a mayor and town council. The county has an elected County Commission. The larger communities and the county supplement their elected officials with paid staff. The Valley's elected officials are not paid full time salaries and usually engage in local politics in addition to their regular business or career. In general, the elected offices in the Valley are held by long time residents who date from the Union Pacific era and earlier. These people are generally well known in their community and not without influence but they do not constitute a coherent leadership.

This pattern of elected offices being filled by members of the old ranching and business families is beginning to change. During the recent elections (November, 1975) Ketchum elected a relative newcomer mayor, indicating a change from the days when the old guard decided Ketchum's affairs over morning coffee at the Ketchum Drug Store. The unseating of an incumbent councilman in Sun Valley and the high percentage of write-ins (24%) in the Hailey council election further implies that the Valley's power structure is not monolithic.

Other sources of influence and power in the Valley are the organizations behind the large developments, such as Sun Valley, Elkhorn and Woodside. Companies like the Sun Valley Company, Johns Manville and McCulloch are large and wealthy enough to influence to some extent the political and economic life of the Valley. They have the resources to fight zoning and other restrictive ordinances in court and to mount advertising campaigns, which could shape the future of the Valley.

From a communications standpoint the Valley is served by one local radio station, KSKI, and three weekly newspapers. The *Wood River Journal* in Hailey and the *Ketchum Tomorrow* and *The Idaho Mountain Express* in Ketchum. The *Wood River Journal* is the oldest and most established of the three papers. The two Ketchum papers are free, as opposed to the *Wood River Journal*, which is sold for ten cents a copy or $6 a year. All of the papers concentrate on local news and issues. The *Journal* covers more news from the Hailey-Bellevue area, and generally carries more social, club and school items than the other papers. The two Ketchum papers both employ the tabloid format and concentrate on covering local issues. The *Mountain Express*, the newest paper in the Valley, was recently formed by people who split from the *Ketchum Tomorrow*. The *Mountain Express* is generally considered to be the left of the other two papers in the Valley. Both Ketchum papers have been criticized for editorializing in news stories and selectively reporting some news events. The *Mountain Express* seems to receive more of this criticism than the *Ketchum Tomorrow*.[36]

In spite of the Valley's lack of comprehensive continuing leadership, the community can occasionally mobilize for a special cause. For example, the Ketchum newspapers informed the community of the Highway Department's public hearings on the proposal to put a four-lane highway through the Valley. The interested members of the community mobilized, attended the hearings, and the four-lane highway proposal was dropped. There are other indications that the community, at least segments of it, can organize and work together for a common goal. The now defunct Wood River Round Table and the Ketchum Community Project both were social/political organizations started by private individuals. Ketchum's ability to organize and maintain the interest for ten women's, ten men's and six children's slow pitch and baseball teams indicate a certain amount of public interest, and the existence of organizational and leadership abilities.

In order for the Wood River Valley to develop an effective, dynamic, purposeful community organization, it needs three things:

1. A GOAL - A long-term purpose, goal or cause, a reason for organizing.
2. LEADERS - People with time, talent, perseverance, common sense and charisma.
3. FOLLOWERS - A majority of the community that believes in the goals and a significant number interested enough to attend meetings, work on committees, prepare newsletters, work on campaigns, etc.

The Valley has potential for developing goals from the variety of problems facing the area today. With the proper incident, goals could develop to attack some of the Valley's problems. Leaders will also have to appear. This requires people not only committed to achieving the goal, but people who are also interested in the political process itself. In order to keep from burning out too soon, the leaders will have to get some reward from the leadership process alone. They will need this incentive to carry them through the inevitable times of no visable progress toward the goal.

The final ingredient is the followers, the community support. There needs to be two levels of support. First, a majority of the community needs to concur with the goal and the basic procedures used to attain it. Second, there must be enough people who are sufficiently interested to go to hearings and public meetings, sit on committees and help with the day-to-day work such undertakings require.

The Wood River Valley seems to be close, but lacking in each of these areas. The problems to be tackled are there; what is missing is the incident or plan required to construct an obtainable goal from the problem. The right leaders are also lacking, or at least undiscovered. Many people in recent years have tried to take an active role in the communities in the Valley, to solve problems, shape policy and take an active part in running the government. A common observation is that these people became discouraged after a few years or months and dropped out of the struggle. The Valley will most likely have to develop and train its own leaders from among the many competent people in the area with untapped leadership abilities. A resort-recreation area such as the Wood River Valley does not usually attract the type of experienced leaders that the community needs. These types of people generally move away from places like the Valley to the urban centers of the Country.

The lack of organized and consistent community support is recognized as a problem by many of the Valley's residents. Though the general level of education of Valley residents is high, a fairly large portion of the politically viable population is characterized by general apathy toward constructive political activity. Much of this apathy seems to be a consequence of the strong ethic of individuality which exists in the Valley. Many residents are very articulate about their individual thoughts and opinions, but the respect for individual thinking hampers any effort toward coalescing the various points of view into constructive planning and action. At the same time, the economic cycle of peaks and slack times also contributes to a state of apathy. Since Valley residents must be so intensely involved in making a living during periods of peak activity, energy and motivation for political involvement become available only during slack times.

Even the best of leaders can't make progress if the times are not right for a change. But with a leader and a plan for attaining a goal, the necessary community support would probably materialize. There is evidence that the political climate of the community is changing at least in Ketchum where a relatively recent resident in the Valley was elected mayor by a margin which suggests that the old guard of Ketchum politics is on the way out. The underlying cause of this political climate change may be that enough new residents have put down roots and become involved so that they form a political force.

In summary, the Valley is in a leadership limbo without a unifying goal or plan. There does not seem to be a unifying person or group that is shaping and directing opinion. There are groups and individuals who can articulately criticize current practices and procedures. By and large, these groups and individuals reflect public opinion and are not forming it. The local newspapers would fall into this category.

Issues and Concerns

During the course of reviewing newspaper articles, letters to the editor and talking with residents in the Wood River Valley, a number of issues and concerns were identified as being common among different segments of the community. The major issues are summarized below.

Traffic and transportation problems were often discussed or complained about. The traffic on U.S. 93 becomes quite congested at times. During the camping and hunting seasons, slow moving campers and trailers often impede traffic and hold up long lines of frustrated local drivers. The increasing trend for people working in Sun Valley and Ketchum to live in the Hailey-Bellevue area causes considerable traffic twice a day when people go from home to work and back. The school buses picking up and discharging children on U.S. 93 stop traffic in both directions and lead to some congestion and frustration. During the ski season, when snow accumulation reduces parking areas and narrows the roadways, the influx of visitors and their cars causes considerable congestion in downtown Ketchum and near the ski lifts.

The local skiers in the Valley have been concerned about changes affecting the Mountain. The most widely discussed issue is the increased cost of skiing, especially the large increase in the cost of a season lift ticket. This large increase over the last two years from $275 to $450 is interpreted as an attempt by the Sun Valley Company to keep the local skiers off the Mountain. There is also much vocal resentment toward the U.S. Forest Service policy which allows the four U.S. world class ski areas to charge the same rates. This is felt to be a clear-cut case of monopolistic price fixing.

Long time traditional skiers complain about the hot-dogging and the widespread use of short skis. This practice forms moguls which are close together and difficult to ski with the longer traditional skis. There have also been a number of complaints about the widening of trails and removal of tree islands which was done to facilitate slope grooming with snow cats as well as to accommodate more skiers on existing runs. This complaint is common of both skiers and non-skiers who don't like "Baldy's" new balder appearance.

There are a number of issues in the Valley involving the Forest Service and the Sawtooth National Recreation Area (SNRA). One of the first things mentioned when the conversation turns to the SNRA or even the Forest Service (the distinction between the two is not clear for everyone in the Valley) is the recent controversy over the location of the new SNRA Headquarters Building. The people opposed to the location generally cite either or both of the following two reasons. First, it is feared that the headquarters in the North Fork area will start pressure to change the zoning to allow commercial strip development in the currently residential/agricultural area. Second, it is argued that the location, seven miles north of Ketchum will result in a great deal of unnecessary driving back and forth from the headquarters to Ketchum. What seems to be the real issue is that the community felt that it didn't get a chance to make its input before the project got started. Members of the County Planning and Zoning Commission felt that they should have been consulted, although it is debatable whether they have jurisdiction over Federal land. In short, it seems that the SNRA should have made more of an effort to present the complete plan and elicit community input while there was still time to make changes. One local resident succinctly described the situation as follows: "The SNRA incurred a bad reputation last spring when, without much communication with the locals and without an environmental impact study, built headquarters at North Fork. Frankly, I think it is a good place and it is a handsome building. But, I believe it was very short-sighted of the Agency to wait so long to reveal it's plans to the locals."[37]

There is also some fear in the Valley that the SNRA is the first step in the process of making the Sawtooth Mountain area a National Park. It is felt that such a change in status from SNRA to National Park would be devastating for the Valley. It would bring a large number of summer tourists through the area and destroy its destination resort nature.

Another often mentioned issue in the Valley is the degree of Forest Service control over the Sun Valley Company's management of Bald Mountain. The often expressed feeling is that the Forest Service is a "rubber stamp" for Sun Valley Company policy. There is a lack of understanding of the intricacies of the permit which governs the relationship between Sun Valley Company and the Forest Service. There is little understanding of why some action requires formal approval and other action does not.

The Forest Service and the SNRA have received some bad press in recent months. Because of this, their actions are sometimes regarded suspiciously, especially in the Upper Valley.

Another series of issues has to do with growth and the Valley's ability to deal with it. People throughout the Valley express vague fears and concerns about future growth and the changes it may bring. More specifically, the communities of Hailey and Bellevue are concerned about population growth and the influx of undesirable types of people. Community officials worry about the ability of their towns to provide services if growth occurs too fast.

There is some concern about whether the Valley will be able to control or contain the growth which might occur. It is possible that local zoning ordinances may not be able to stand up to the big money pressure that a new surge in development could bring. For example, Idaho Power has been able to install 45-foot power poles along Warm Springs Road in violation of a Ketchum ordinance restricting structures to 35 feet. Situations like this, coupled with the Valley's inability to adopt a comprehensive plan, or even agree on what such a plan should contain, reduce the public's confidence in its ability to control its destiny.

IV

COMPARISON COMMUNITY

In many ways, the sociological conditions in the Wood River Valley and the Aspen Valley are similar. The two areas are very much alike demographically. Like the Wood River Valley, the Aspen area is very racially and ethnically homogeneous. There are virtually no minority group members in Aspen. Aspen is a community of young people with 36.5% of the adult population in the 25-34 age groups.[38] Historically, Aspen is also similar to the Valley. It went through a mining boom and decline cycle. This era was followed by a stable agricultural and ranching period, which lasted until the area experienced the ski boom. The area developed into an internationally known destination ski area which accounts for 25% of all ski activity in Colorado. The area draws 200,000 skiers a season with 92% of these coming from out of the State.[39] Although Aspen has an active summer season, skiing is still the most economically productive business with 60% of the County's sales tax being collected during the ski season. According to recent surveys conducted by Pitkin County, Colorado, where Aspen is the County seat, the 200,000 skiers who visit the area each year spend more, $60 per day, and stay longer, 7-8 days, than the 1,000,000 summer visitors who spend $20 per day and stay 2-3 days.[40]

There are several important differences between the Aspen area and the Wood River Valley. One of the most noticeable is the size. The Aspen area now has a considerably larger population than the Wood River Valley. According to the 1970 Census, the two areas were roughly comparable in size. Blaine County had a population of 5,749 to Pitkin County's 6,185. Aspen at 2,404 was larger than Ketchum 1,454, Hailey 1,425, Bellevue 537 or Sun Valley 180.[41] The Aspen area has grown considerably faster than the Wood River Valley in the last five years. Current estimates put the present permanent population of Pitkin County at ten to twelve thousand which climbs to 28,000 during ski season. Aspen city and the immediate area is estimated to have a permanent population of eight to nine thousand.[42] As can be seen from these population estimates the Aspen area grew much faster since the 1970 Census than did the Wood River Valley.

Another noticeable difference between the two areas is the seriousness of the housing situation. Although housing in the Wood River Valley is expensive and at times hard to find, the situation in Aspen is much worse. As mentioned earlier, a survey of newspaper ads showed that the average advertised rent was around $250 per month. A similar survey of the *Aspen Times* "For Rent" ads from the same time period showed that the average advertised rent was slightly over $400 per month. The prices ranged from $86 per month for a room in a downtown condominium to $1,200 a month for a completely equipped two bedroom apartment at Snowmass.[43] Many of the ads were for rooms or were offers to share an apartment. For every two "For Rent" ads in the paper there was one house, room or apartment wanted ad. Further documenting the housing shortage was the occurance on every public bulletin board of notices offering a reward of from $10 - $50 for finding a person a place to rent.[44]

It is not only housing that is expensive in Aspen, almost everything is more expensive than in Sun Valley. Aspen has one of the highest cost of living indices in the country. It's second only to Fairbanks, Alaska.[45] The high cost of everything in Aspen is due primarily to one thing, the high land values. There is a limited amount of private land in the Aspen area and this has been further reduced by zoning restriction. This limited availability has driven the prices up so that land in Aspen proper now sells for as high as $75,000 an acre.[46] High land values means that rents for stores and restaurants will also be high. This in turn means that businessmen must charge more for their services in order to meet their higher overhead expenses.

Another contributing factor to the high cost of housing is the communities' success a couple of years ago in stopping, or at least severly curtailing, the rapid building of condominiums and apartments. This meant that Aspen was not caught with a lot of unsold condominiums when the economy slowed like Sun Valley was. This reduced Aspen's housing supply without reducing its desirablity as a place to live.

The major difference between the two areas is that Aspen has developed faster and to a greater degree than the Wood River Valley. The most important difference, for purposes of this study, is that Aspen has experienced and dealt with the problems associated with the rapid growth and development of a winter sports area. Aspen seems to be about five years ahead of the Wood River Valley in experiencing and facing the problems of a rapidly developing resort area.

About five years ago, the community became aware that the quality of life that drew them to live in the area was rapidly deteriorating due to increased population and development. The residents began to feel a definite loss of a sense of community. They resented the exploiters who swooped down on the community to make a fast buck in condominiums or real estate speculation. Water and air pollution were beginning to become problems and traffic congestion was constantly increasing.

The deteriorating situation frightened the populace and gave them the impetus to organize and begin taking corrective action. One of the first steps taken by concerned segments of the community was to obtain political power by organizing the reduced growth elements of the community and getting representatives of this sentiment elected to County and City offices. These elements first assumed power about three to four years ago. The next step involved formulating and implementing a plan to slow any extra further growth. This plan basically involved enacting and enforcing tough zoning ordinances, which controlled the type and amount of building. These plans were enacted in 1972 and 1973 with the building slow down occuring in 1973. In the two years since the community spent considerable time, money and effort defending their ordinances against these developers in court. In spite of their protests, the developers did reap unexpected benefits from the community's actions. The uncontrolled building was stopped shortly before the National economy took a downturn. This meant that Aspen was one of the very few winter resort areas which did not have a surplus of unsold condominiums.

Now that growth and building had been contained, emphasis has switched to improving the quality of life. A number of plans intended to improve the quality of life have been formulated and implemented in the last year and one-half. For example, traffic congestion is being coped with by providing free public bus service, by closing off the downtown section to vehicular traffic and by various plans to encourage alternative forms of transportation. For example, Pitkin County has applied for Federal money to construct a community light rail transit system to connect Aspen and Snowmass. Such a train system could greatly reduce the ever-increasing highway traffic between these two areas.

The community has been trying to deal with the problem of seasonality by increasing the number of attractions in the summer, fall and spring. These measures include the Aspen Music Festival, Aspen Institute of Humanistic Studies, a branch college, many conferences and conventions, and a very good hospital which is going to offer combination vacation and medical check-up packages. These efforts have been successful in that there is less and less spring and fall slack time now. The summer is also accounting for a higher percentage of the community's business.

As one problem is solved, a new one becomes more apparent. For example, as summer business increases, the traffic and congestive problems increase out of proportion to the economic gains. A recent survey shows that while the winter visitor considers Aspen a destination resort, the summer visitor tends to be just passing through on a two-week tour of the Rockies. The "passing through" visitor stays a shorter time, spends less, sees less and drives around more than the destination visitors. The community is considering methods of increasing the proportion of destination visitors by education and communication with arriving tourists. A second method involves closing Independence Pass all year long instead of just in the winter. This would leave only one road into and out of Aspen and would severely reduce the number of visitors just passing through.

One of the most important differences between Aspen and the Wood River Valley is that Colorado law permits local option taxes. This means that the County and City are not restricted to property tax as a sole source of income. Both the City and the County each impose a two percent sales tax. This gives local government in Colorado much more money to work with than Blaine County and the communities in the Wood River Valley. It allows Aspen and Pitkin County to provide services, like the free bus and the one quarter million dollar a year budget for hiking trails, that are impossible in the Wood River Valley.

V

PROPOSED ACTION

One of the major purposes of the study was to determine the sociological effects of two proposed activities.

1. Construction of additional skiing facilities in the Cold Spring Canyon Area of Bald Mountain.
2. Implementation of the general management plan for the SNRA.

This section of the report will consist of a brief description of these potential activities.

The Sun Valley Company has plans to expand the skier capacity of Bald Mountain by approximately 50 percent over the next three to five years. This would raise the capacity from its current 6,000 skiers on a very busy day to 9,000. The plan consists of expanding the current system of lifts and runs into the Cold Springs Canyon, with an eventual new entrance to the Mountain on private land at the mouth of Cold Springs Canyon. The expansion plans call for a gradual development of the new area. The first step, during the summer of 1976, would be to build a new lift from the Broadway run to Seattle Ridge (see Figure 5) and to prepare the appropriate runs. The second step involves replacing the existing Exhibition lift on the River Run side with a new, higher-capacity, more direct lift.[47]

The plan is quite flexible with respect to its time line. The order and speed with which the construction of the remaining lifts and runs proceed depends on the success of the next couple of seasons. If the snow is good and the company makes money, they plan to invest it in rapidly finishing the expansion. This could mean completing the two lifts running from the mouth of the Canyon to Seattle Ridge and the terminal facilities and parking lot at the mouth of the Canyon. If conditions are not good and the Company does not do well during the next couple of years, then growth may proceed more slowly.

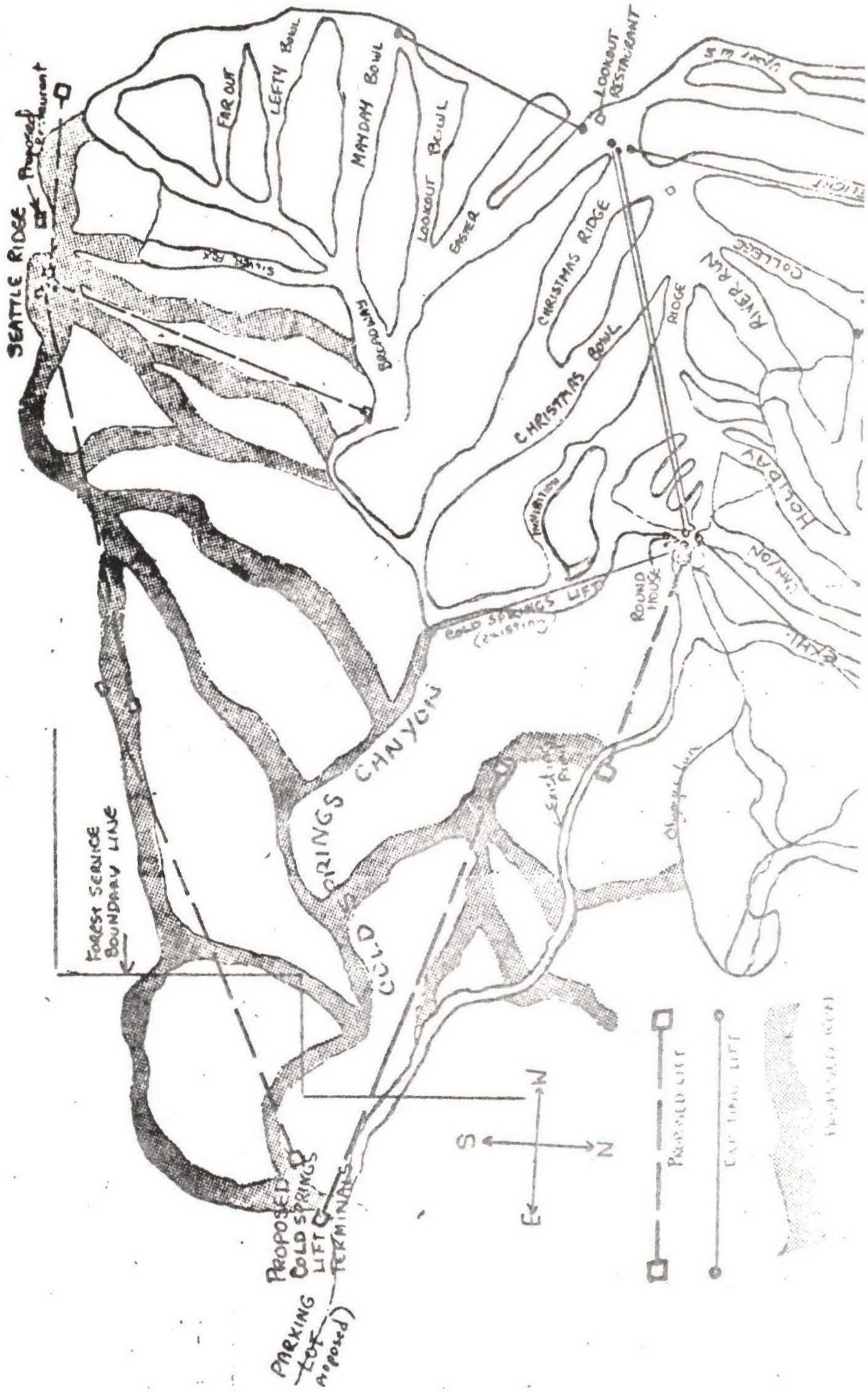

SEATTLE RIDGE
Proposed Restaurant
FAR OUT
LEFTY BOWL
MAHDAH BOWL
LOOKOUT BOWL
EASTER
BROADWAY
LOOKOUT RESTAURANT
CHRISTMAS RIDGE
CHRISTMAS BOWL
RIDGE
RIVER RUN
COLLEGE
HOLLIDAY
CANYON
EXHI.
ROUND HOUSE
COLD SPRINGS LIFT (existing)
COLD SPRINGS CANYON
FOREST SERVICE BOUNDARY LINE
PROPOSED COLD SPRINGS LIFT TERMINALS
PARKING LOT (proposed)
S
N
W
E
PROPOSED LIFT
EXISTING LIFT
PROPOSED RUNS

FIGURE 5: PROPOSED SKI AREA EXPANSION

The SNRA has been in existence for three years, since it was formed in 1972. The SNRA consists of 754,000 acres including the complex of high mountain peaks, broad grassland valleys, and crystal clear streams and lakes. Converting the area from National Forest land to a National Recreation Area (NRA) implies a shift in the basic management policy. Under regular National Forest management the philosophy is one of multiple use; that is, recreation, grazing, mining, timber harvest, etc., all have equal emphasis. When an area becomes an NRA, the management emphasis shifts so that recreation and the preservation of natural, visual, historic and other resources take precedence.[48]

The SNRA's General Management Plan provides for the following resource uses, developments and allocations:[49]

1. Recreation. Additional picnicking and camping units will be constructed as needed to accommodate anticipated growth. In order to prevent progressive site deterioration, each year 25 percent of them will be placed on a non-use status during the recreational season to enable vegetation to become reestablished. Policies for existing summer house site and organizational campsite operations, possible ski area development, trail bike use and over-snow vehicle use, were or will be established.

2. New Wilderness Study Areas. Creation of new Wilderness Study Areas is recommended. These areas will be in the White Cloud-Boulder Mountain management area, the Hanson Lakes management area and the Titus Lake management unit.

3. Forest Management. In order to provide wood products for local use and to prevent buildup of infestations of destructive insects and of tree diseases, approximately 900,000 board feet of timber and timber products may be harvested each year.

4. Private Lands. Policies will be developed governing private land activities in accordance with appropriate regulations.

5. Wildlife Habitats and Aquatic Environments. The condition of wildlife habitats and aquatic environments will be monitored. Corrective and preventive action will be taken as needed.

6. Livestock Grazing. Grazing of livestock will be phased out of identified key wildlife habitat areas and sites along streams where grazing has or would cause damage. Grazing will be maintained at approximately 11,400 AUM's.

7. Water and Air. Existing water and air quality will be maintained.

8. Roads and Trails. Approximately 10 miles of new trails and six miles of roads will be constructed.

9. Visual Resources, Historic, and Other Values. The visual resources, historic, and other values in the SNRA will be identified and protected.

10. Mining. Mining activities will be allowed to continue on valid existing claims as long as they proceed in a manner consistent with SNRA values.

The SNRA has been in existence for three years and some of the provisions of the General Management Plan have been implemented. The progress to date includes the following items:[50]

- Private Lands. Regulations governing the use, subdivision, and development of private lands in the SNRA have been issued in final form.

- Land Acquisition. An acquisition program has begun to acquire properties and scenic easements from 193 private landowners in the SNRA.

- Minerals. The procedure for validating and regulating the more than 7,000 unpatented mining claims in the SNRA has begun.

- Construction. The Redfish Lake Pollution Abatement Project has been completed and construction has begun on the SNRA headquarters. And a number of trails and camping facilities have been completed.

- General Management Plan. The final General Management Plan and Environmental Impact Statement were approved.

- Rangeland Management. Cattle trailing and livestock grazing in the critical bighorn sheep habitat in the White Cloud Peaks area has been stopped.

- Recreation. A number of management plans affecting float-boating, off-road vehicle use and cross-country skiing and snowmobiling have been implemented. The recreation use for the SNRA has been estimated at about 1,000,000 visitor days per year since 1972.[51] The General Management Plan provides for recreational expansion to accomodate an anticipated 1.8 times (3% annual growth) increase in recreational use over the next 20 years.[52]

VI

SOCIOLOGICAL IMPACTS OF PROPOSED ACTION

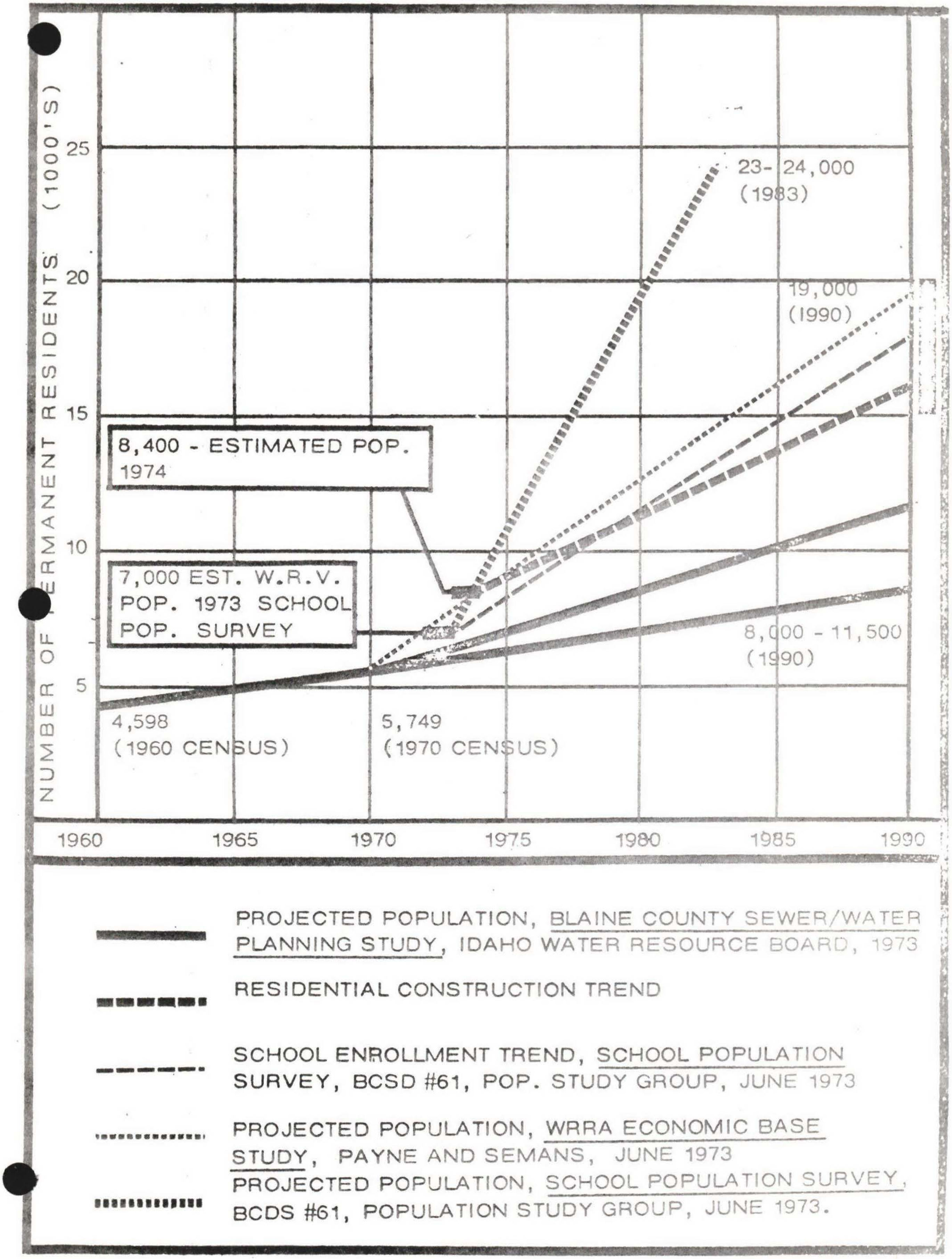
The earlier discussion of the current sociological status of the Wood River Valley showed the importance of population change on the community. In order to make accurate sociological predictions, population projections were made as a first step. Projections are made assuming the proposed ski area development and assuming no further development. The effects of implementing the SNRA General Management Plan will not likely have a direct impact on population.

In recent years, a number of population projections for the Wood River Valley have been made. These projections are based on the growth trends which have occurred over the past decade and assume that the national economy will remain stable and that recreational development of the area will proceed as scheduled. Although these projections were made around 1973, both the general ski area expansion and the SNRA plans were known and taken into account. These population projections are presented in Figure 6, which is reprinted from the Blaine County Comprehensive Plan.[53]

The Water/Sewer Planning Study projections represent a straight line projection of 1960-1970 census information. They envision a total Blaine County population of 8,600 to 11,500 by 1990. This projection is the lowest of the five and does not reflect growth changes since 1970.[54]

The Wood River Resource Area's Economic Base Study summarized its predictions as follows:

> "Blaine County will have continued growth of its permanent population through the year 2000. From 1970 to 1978, the rate of growth will accelerate due primarily to the continued rapid expansion of the Sun Valley Area. The existing projects such as Elkhorn and Big Wood, and proposed ones such as in the retail service and


NUMBER OF PERMANENT RESIDENTS (1000'S)
25
20
15
10
5
1960
1965
1970
1975
1980
1985
1990
23-24,000
(1983)
19,000
(1990)
8,400 - ESTIMATED POP. 1974
7,000 EST. W.R.V. POP. 1973 SCHOOL POP. SURVEY
8,000 - 11,500
(1990)
4,598
(1960 CENSUS)
5,749
(1970 CENSUS)
PROJECTED POPULATION, BLAINE COUNTY SEWER/WATER PLANNING STUDY, IDAHO WATER RESOURCE BOARD, 1973
RESIDENTIAL CONSTRUCTION TREND
SCHOOL ENROLLMENT TREND, SCHOOL POPULATION SURVEY, BCSD #61, POP. STUDY GROUP, JUNE 1973
PROJECTED POPULATION, WRRA ECONOMIC BASE STUDY, PAYNE AND SEMANS, JUNE 1973
PROJECTED POPULATION, SCHOOL POPULATION SURVEY, BCDS #61, POPULATION STUDY GROUP, JUNE 1973.

[illegible]

> construction industries will provide jobs and income to accommodate the increase. The projected 1978 population figure is about 10,000 and will occur primarily because of the pull of economic activity centered in the Sun Valley Area. By 1985 the Sun Valley Area will probably have reached or will be nearing its capacity (from the standpoint of environmental factors as well as its appeal to tourists.) By this time, population pressures from outside the County will begin to push people into the more rural areas of Blaine County. Population growth will continue but at a slower rate due to this factor. By the year 2000, Blaine County projects to about 19,000 people."[55]

The *School Population Survey*, conducted for the Blaine County School District No. 61, estimated the 1973 population within the Wood River Valley of 7,000 people. This study projects a population of 23,000 to 24,000 by 1983.[56] The projection was based on a complete build-out of all existing and proposed subdivisions known at the time of the study. This figure does not consider any other trends such as actual construction or school enrollment. It is the highest of the projections.

The school enrollment trend projection was also from the *School Population Survey*. This projection, which is based on enrollment increases between 1969 and 1973, found that enrollment increased seven percent a year. This trend implies a 1990 population of 17,500, a value in the middle of the five.[57]

The final projection is from the rate of actual construction, which had an annual growth rate of six percent. With an estimated 1974 population of 8,400, based on a survey of permanent dwellings, a six percent rate of increase yields a 1990 population of 16,000.[58]

Of the five projections, three predicted 1990 populations fall between 16,000 and 19,000. Although consensus does not guarantee accuracy, it would seem that the most likely growth figure would fall in this area.

In order to determine the impact of expansion on Bald Mountain, it is informative to look at the current and projected skier capacities of all the ski areas in the Valley. These comparisons are presented in Table 1, which was adapted from the *Blaine County Comprehensive Plan.*[59] It can be seen from Table 1 that the proposed Cold Springs Canyon expansion of Bald Mountain is the only one planned for at least the next five years. The figures presented in Table 1 are maximum capacities; the actual level of use is generally much lower. For example, during the 1974-75 season, Bald Mountain was averaging about one-third of capacity and peaked at about three-quarters. The Dollar Mountain complex is operating at closer to capacity. During the 1974-75 season, Dollar Mountain averaged 429 skiers per day, with an above capacity peak of 1,150 and a total of three days over 1,000.[60]This large difference between actual use and maximum skier capacity on Bald Mountain indicates that the proposed expansion is not a response to a current need but is in anticipation of future demand.

Projections for various segments of the population are compared with skier capacities in Figure 7. The Figure, which was adapted from the *Blaine County Comprehensive Plan*, shows that the projection for skier capacity, maximum seasonal population, and permanent population are parallel. This means that they are all assumed to increase at the same rate. It is generally acknowledged that winter recreation facilities, in general, and Bald Mountain, in particular, are responsible for growth in the area. This implies that the increase of 3,000 in skiers, per day capacity between 1975 and 1980, is responsible for similar increases in both the seasonal and permanent populations. According to this notion, making room for one more skier on the mountain will bring in one more visitor to fill that space and one more permanent resident to compete for the space and to provide services to the new skier. The conclusion then, is that an increased of 3,000 in the skiers, per day capacity will generate an increase of 3,000 in the permanent population of the area, and an increase of 3,000 in the seasonal population.

If no further expansion in skier capacity were undertaken, it is highly unlikely that this alone would stop growth. Since the

TABLE I

SKIER CAPACITY PROJECTIONS

SKI AREA	1974	1980	1990
BALD MOUNTAIN	6,500	10,000*	12,000
DOLLAR - ELKHORN	1,000	1,000	1,000
RUDD - PROCTOR	0	0	1,000
ROTO - RUN	300	300	300
DEER CREEK OR OTHER	0	0	1,000
TOTAL CAPACITY	7,800	11,300	15,300

FIGURES INDICATE APPROXIMATE MAXIMUM SKIER CAPACITY/DAY

*PRESENTLY SCHEDULED AREA DEVELOPMENT

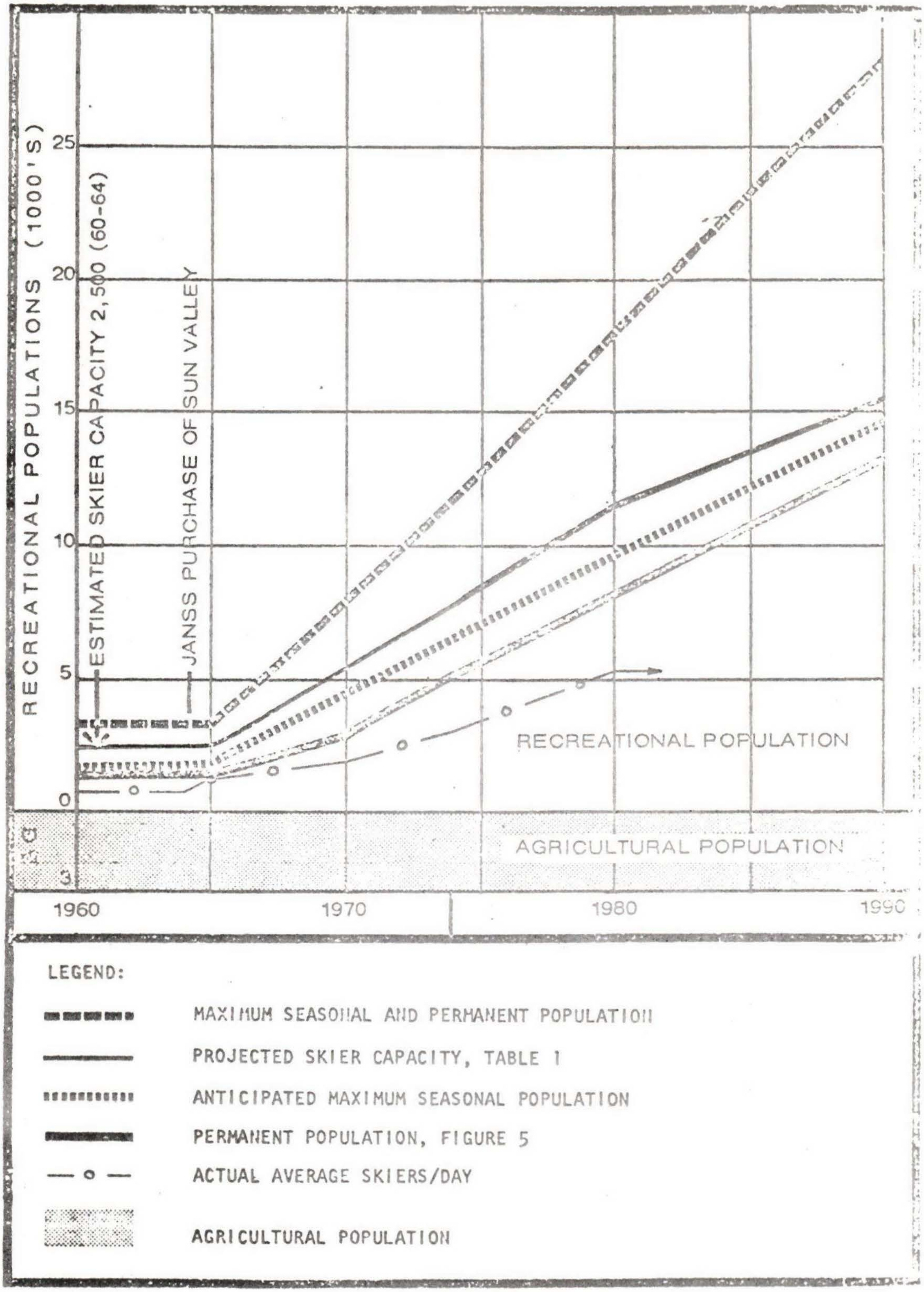


FIGURE 7: RECREATIONAL POPULATION PROJECTION

actual skier use averages only one-third of capacity, it is quite likely that skiing would continue to draw visitors and permanent residents until crowding on the slopes made the area unattractive. This would likely occur about the time that the average daily total reached two-thirds of capacity with occasional peaks at or slightly above capacity. Bald Mountain has a relatively high proportion of expert runs,[61] and a large number of areas that are often closed due to avalanche danger. The limited availability of these areas will prevent the Mountain from being operated continuously at or near capacity.

In the absence of increased skier capacity, it is likely that increases in actual average daily total will have the same multiplier effect as increased skier capacity. This assumption implies that if Bald Mountain reaches its projected actual use ceiling of two-thirds capacity by 1980, then the seasonal and the permanent populations will each increase by about 2,000, the difference between current use and the two-thirds capacity ceiling. This means that by 1980, the maximum seasonal and permanent population will increase by 4,000 assuming no expansion versus 6,000, assuming the planned expansion.

These two projections forecast different forms of increase. At first, both predict the same rapid rate of growth, but as the actual user capacity approaches its ceiling, the rate of growth will decrease. Following 1980, the planned expansion projection will continue to increase, but the no-expansion projection will have leveled off. This difference is demonstrated in Figure 8.

The projections discussed above assumed that the planned expansion will be evenly distributed over a five year period. As discussed earlier the timetable for expansion is flexible. It is tied to the economic and recreational demand. If conditions are favorable, plenty of snow and skiers, the expansion plans could be accelerated with completion in only two years. Such a change in plans could significantly alter the impacts of the

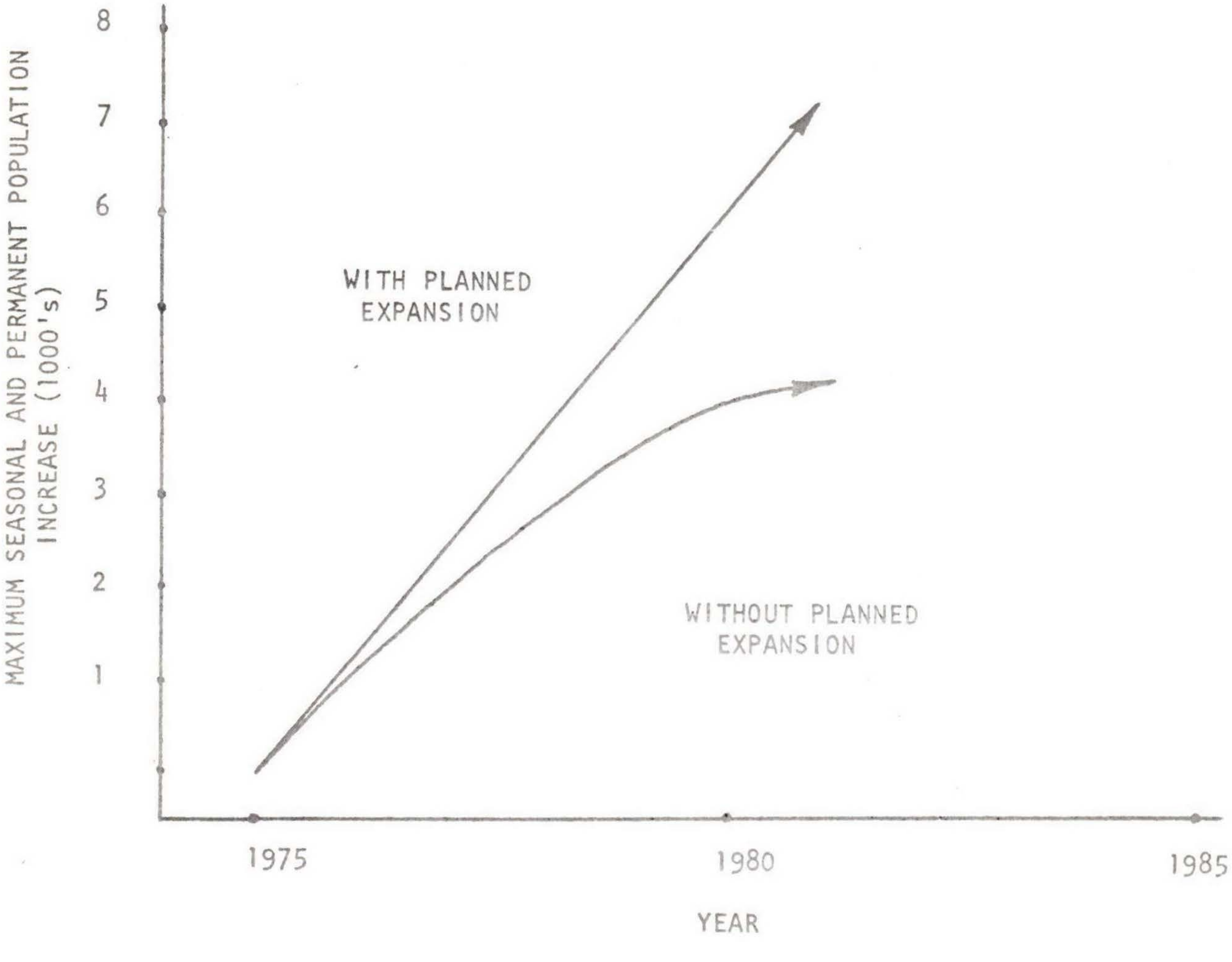


FIGURE 8: PREDICTED GROWTH PATTERNS FOR PLANNED EXPANSION AND NO EXPANSIONS PROJECTIONS

planned expansion. Population projections for the anticipated and accelerated expansion rates are compared in Figure 9. If the accelerated expansion occurs in response to a real demand, then the seasonal and permanent population of the area could increase very rapidly. The remainder of this chapter will consist of an analysis of the sociological impacts of the different possible actions:

-- No expansion of Bald Mountain
-- Anticipated expansion
-- Accelerated expansion, and
-- Implementation of the SNRA General Management Plan

The analysis will consist of first an overview of the predicted sociological impacts. This overview will be followed by a point-by-point discussion of each possible action in terms of the components used earlier in describing the current sociological status of the Wood River Valley.

There are three sets of projections involving the expansion of skiing facilities. The accelerated expansion plan predicts that the combined seasonal and permanent populations will increase by 6,000 in two years. The anticipated expansion plan predicts a combined population increase of 6,000 in five years, the no-expansion predictions call for a 4,000 increase in combined seasonal and permanent populations in five years.

The significant difference between the two expansion plans, is the rate of increase. The anticipated expansion plan will lead to an approximately seven percent per year increase in permanent population, which will result in a total increase of one-third over a five year period. This rate of growth is reasonable and can be dealt with by the communities in the Valley. The seven percent growth rate is low enough to allow the communities to expand their service delivery systems to cope with the new residents and visitors. It will allow construction to proceed in a more or less orderly fashion. The construction and business expansion will be slow enough so that local companies and businessmen will benefit most. That is, it will not be necessary to bring in a lot of new companies and people to deal with the requirements of expansion. The new

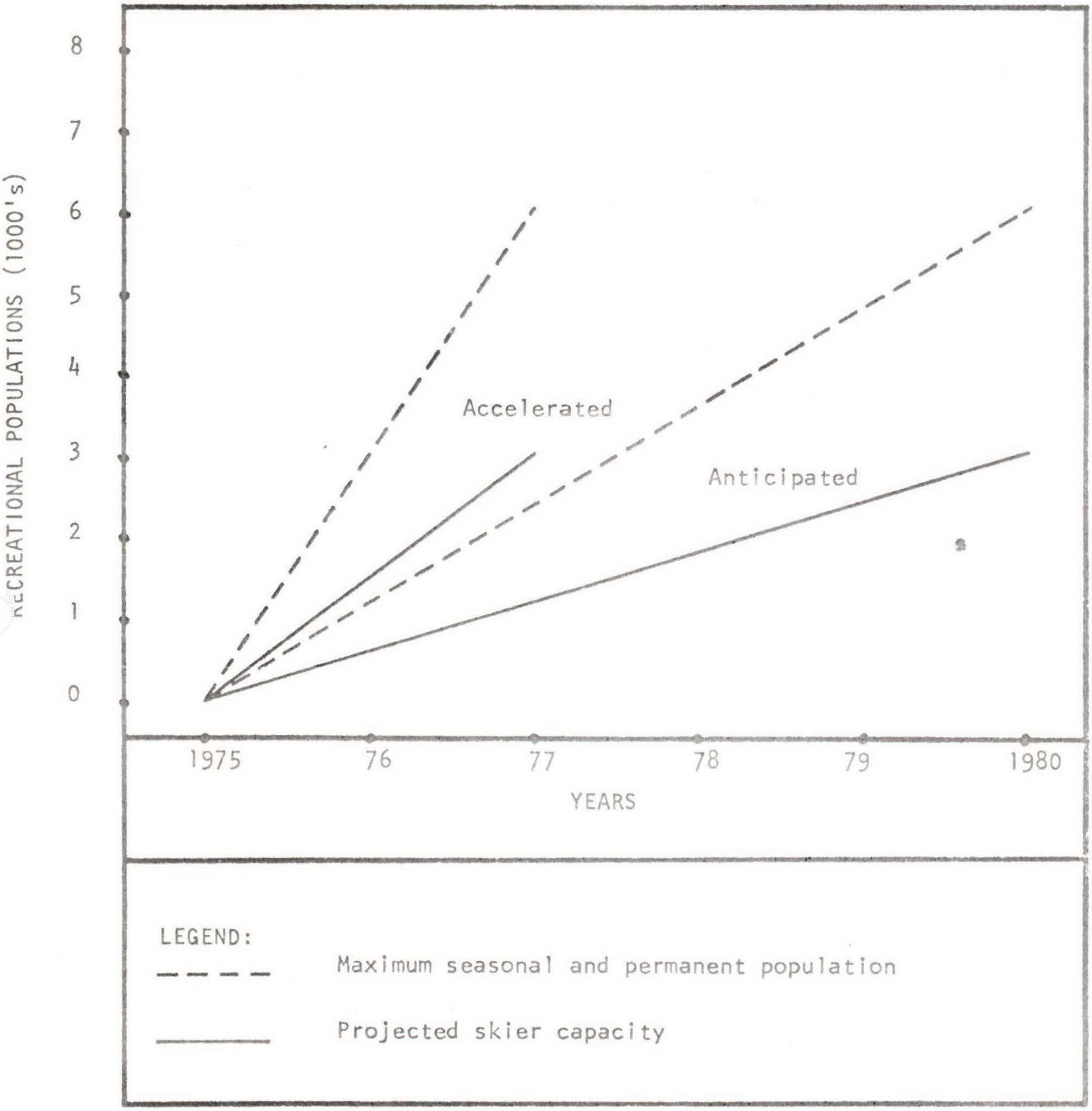


FIGURE 9: COMPARISON OF ANTICIPATED AND ACCELERATED EXPANSION OF SKIER CAPACITY

permanent residents will enter at a slow enough rate so that they can be absorbed into the community with a minimum of disruption.

Although the population increase for the two expansion plans will be the same, the accelerated plan will be much more disruptive to the Valley. The communities in the Valley would be hard pressed to provide the needed services to the new arrivals. A housing shortage would result and drive land prices and rents higher than they are. There would be a shortage of restaurants, lodging and shops to service the visitors. There would be a construction boom that would bring in and primarily benefit outside companies. The number of new residents would be too large to be readily assimilated into the community. The rapid influx of so many new people would seriously damage community cohesiveness. Rapid expansion of winter sport facilities will adversely affect the economic seasonality of the Valley. A large winter increase would accentuate the winter peak as well as the spring and fall slack times. It would offset the recent trend to even out the economic peaks and valleys.

Both expansion plans will cause pressure for development south of Ketchum in the area around the base of the Cold Springs lift terminals. There is already some pressure to rezone some of the land in this area for high density residential use. Without careful planning, an undesirable urban sprawl could result from Ketchum to the Cold Springs area. The existence of a new entrance to the Mountain in the Cold Springs area would increase vehicular traffic from Sun Valley through Ketchum to Cold Spring. This traffic increase would adversely affect the already heavy congestion in downtown Ketchum.

The no-expansion alternative would result in fewer new residents and seasonal visitors for the Valley. Reduced in-migration would help mountain community cohesiveness. The communities would not have trouble providing utility service to the new population. In general, fewer people would mean less environmental and sociological impact.

Less growth during the winter season would help to further reduce the seasonality problem experienced in the Valley by reducing the severity of the winter peak. Spring, summer and fall programs designed to bring in more business would have a greater relative effect if the winter season didn't grow too high. No new entrance to the Mountain south of town would reduce the likelihood of an urban sprawl moving south and would help contain current traffic and congestion problems.

Without expansion of the current skiing facilities the quality of skiing would deteriorate due to overcrowding to the point where the winter sports aspect of the Valley would no longer be a drawing card.

The establishment of the SNRA and the implementation of its general management plan will have only subtle social-cultural effects on the Wood River Valley. The establishment of the administrative headquarters in the Valley is bringing in a number of full time jobs which helps stabilize the seasonal aspects of the Valley's economy.

The basic thrust of the management plan for the SNRA is to protect the environmental quality of the area and to expand the recreational facilities so that they will keep up with the increased user population. The actions taken as part of the general management plan are not the sort that will attract attention to the area or draw new visitors to the area. They will make the stay of current users more enjoyable, causing them to come back again. The probable effect of implementing the general management plan will be to develop a group of repeat users of the SNRA. These repeat users will generally come from the Idaho area, Boise, Twin Falls, Pocatello, and the Wood River Valley. This group of repeat users will grow steadily as the general population of the State increases and as facilities are expanded. They will be drawn to the area by the SNRA and will probably not usually stop in the Wood River Valley. Their main impact will be to increase the traffic problems in the Valley on U.S. 93.

Although the SNRA will not draw people to the area, for many it will become one of the advantages of living in the Wood River Valley.

Nearness to a well-managed National Recreation Area will be welcomed by the outdoor oriented in-migrant to the Valley.

What follows is the point-by-point discussion of predicted sociological impacts.

COMMUNITY COHESIVENESS

Community cohesiveness, the similarity and compatability of population and life styles, can readily be affected by in-migration of new people with different goals and values.

No-expansion

The no-expansion alternative would result in fewer new residents for the Valley than currently anticipated. Reduced in-migration would help maintain community cohesiveness. A slow growth rate will allow new in-migrants to be absorbed into the structure of the community. A slow absorption rate could allow the communities in the Valley to take on new members without greatly changing their character or their cohesiveness.

Anticipated expansion

Initially the growth characteristics for both the anticipated and the No-expansion conditions will be similar. However, growth will continue for a longer time under the anticipated expansion condition. If expansion is permitted the effects will be felt most in the Upper Valley around Ketchum and especially in the vicinity of the new entrance to the Mountain. Without expansion of the Mountain, growth is likely to be more uniform throughout the Valley. If the Upper Valley does receive more in-migrants and development pressure due to the planned expansion, then community cohesiveness will suffer more in the Upper Valley.

Accelerated expansion

Accelerated expansion of the Mountain is much more likely to damage the cohesiveness of the Valley than either of the other conditions. With the greater growth rate, the in-migration will be faster than the communities, especially in the Upper Valley, can readily absorb without damaging their cohesiveness.

Implementation of the SNRA General Management Plan

The effects of implementing the SNRA General Management Plan are likely to be too subtle to have an impact on community cohesiveness.

GENERAL WELL BEING

Family Structure

As discussed in Chapter III on the current status, the family structure in the Valley is weakening. This weakening was hypothesized to be due to a number of things including:

-- the high concentration of divorced people and single parent families

-- the high concentration of young never marrieds, and

-- the lack of extended families in the Valley.

Continued growth is likely to affect all of these contributing factors.

No-expansion

As long as the Wood River Valley maintains its image as a resort area and a glamorous place to live, it will attract young divorced persons and single parent families, young never marrieds and new families without relatives in the area. Failure to expand the skiing capacity of Bald Mountain will not change the Valley's image or directly affect the changing pattern of the Valley's family structure.

Anticipated expansion

Expansion of skiing facilities is almost certain to be accompanied by an increase in the Valley's fame and popularity. Increased fame and popularity will increase the proportion of singles and single parent families entering the Valley.

Accelerated expansion

As discussed earlier accelerated expansion would occur because of a market for more facilities due to increased popularity and fame of the ski area. If accelerated expansion occurs, it is quite likely that the trend toward the weakening of the Valley's family structure will also be accelerated.

Implementation of the SNRA General Management Plan

The establishment of the SNRA has most likely had a small stabilizing effect on the Valley's family structure. This stabilization is due to the SNRA providing fulltime year round jobs, which can support permanent residents and provide a better atmosphere for stable families. Aside from the increase in SNRA staff, the actual implementation of the General Management Plan will not have a direct effect on family structure.

CULTURE

The cultural heritage of the Valley has been that of the rugged individualist striving for self-sufficiency, a person who tests himself by competing with nature through outdoor sports. This heritage will fade or become more artificial as the Valley takes on more of a resort atmosphere.

No-expansion

This alternative will probably have the least effect on the Valley's culture. Without expansion of skiing facilities on Bald Mountain, in-migrants are likely to move into the Valley for the heritage as much as for the resort atmosphere. That is, the new residents are likely to fit into the Valley's present culture.

Anticipated expansion

If Bald Mountain is expanded as planned, the type of new resident moving into the Valley may be more oriented to the resort aspects of the area than to its traditional heritage. If this is the case, the Valley's cultural heritage will be diluted or changed faster than if expansion did not occur.

On the plus side, expansion of skiing facilities may also be accompanied by increases in cultural opportunities in the form of cultural and educational classes, art galleries and entertainment.

Accelerated expansion

Under conditions of accelerated expansion of Bald Mountain, there is likely to be a maximum emphasis on the resort atmosphere of the Valley at the expense of the traditional cultural heritage. This condition is also likely to be accompanied by the greatest increase in cultural and educational opportunities.

Implementation of the SNRA General Management Plan

The implementation of the General Management Plan will be instrumental in preserving the physical aspects of the Valley's heritage. The plan calls for protecting the natural environment in the SNRA and preserving the visual resources, historic and other values that are important to the Wood River Valley heritage.

LEISURE FACILITIES

Because of its status as a winter and summer resort area, the Wood River Valley has ample non-personal resources for leisure time activities.

No-expansion

Failure to expand the skier capacity of Bald Mountain will lead to increased crowding on the slopes and reduced quality of the skiing experience due to overuse. Skiing is becoming an increasingly popular sport, so Bald Mountain will continue to draw more skiers even if its capacity is not increased. The skiing members of the community are currently complaining about the decreasing quality of skiing on the mountain due to overuse, crowding and use of short skis.

Anticipated expansion

The planned expansion of skier capacity on Bald Mountain will forestall the eventual overcrowding and deterioration of the quality of skiing.

Accelerated expansion

Very rapid expansion of skier capacity is likely to be followed by a corresponding rapid increase in the level of use. As discussed in Chapter V, the accelerated expansion alternative is most likely to occur if there is a demand for the new facilities. It is possible that accelerated expansion could lead to immediate improvement in skiing conditions followed closely by renewed crowding and deterioration of the quality of skiing.

Implementaion of the SNRA General Management Plan

Implementating the SNRA Plan will have a direct effect on maintaining and improving the quality of outdoor recreation available to residents of and visitors to the Wood River Valley. The Plan calls for expanding and improving the recreational facilities in the SNRA.

SAFETY

The level of public safety in the Valley is quite high. However, a sizable increase in population will require some expansion of police and fire facilities. The Ketchum Police Department will soon need new facilities. They are currently crowded into two small rooms and will need more space if they have to increase their staff.[62] The Ketchum Fire Department is handicapped by an inadequate water system.[63]

No-expansion

Under this condition growth will be slowest and easiest to manage. Plans can be made and funds budgeted for timely construction of new facilities and the addition of new staff.

Anticipated expansion

The growth expected due to the planned expansion will be slow enough so that the communities will be able to keep up with the necessary changes in their Police and Fire Department. Ketchum will most likely feel the pressure to expand first, since it is going to experience the largest population increase.

Accelerated expansion

Under this condition growth would take place quite rapidly and would require equally rapid and costly expansion.

Implementation of the SNRA General Management Plan

Implementing the General Management Plan should not noticeably effect the community safety.

EQUALITY

Recent trends in the Valley indicate that local government is becoming more responsive to all segments of the permanent population. The permanent residents who have moved into the Valley during the Janss years are beginning to find representation in local government. It is unlikely that any of the possible actions under consideration will affect the equality in the Valley.

PHYSICAL AND MENTAL WELL BEING

The Wood River Valley has ample facilities to provide for the Physical and Mental Well Being of the residents and visitors to the Valley. The only deficiency in the health area is the need for convalescent/nursing home facilities.

No-expansion

With no-expansion of Bald Mountain's skier capacity, it will be several years before the current Physical and Mental Health facilities are inadequate.

Anticipated expansion

Even with the planned expansion, the current facilities will be adequate for several years. Expansion will not directly affect the current need for convalescent/nursing home facilities since skiing does not attract the people likely to need these services.

Accelerated expansion

Under this plan, the Valley could use a new hospital in four or five years if the population doubles by then.

Implementation of the SNRA General Management Plan

There is no anticipated effect due to implementing the SNRA General Management Plan.

WORK ENVIRONMENT

During the discussion of the Current Status of the Valley, the point was made that the seasonality phenomenon is one of the most important aspects of the Valley's work and business environment. The more exaggerated the cycle, the more disruptive the effect on the Valley's economy and general community stability. This seasonality phenomenon is one aspect of the Valley that will be differentially affected by the different expansion options being considered.

No-expansion

This option will help reduce seasonality. In recent years Valley residents have noticed that slack times, especially the fall, are getting less severe each year.[64] More and more people are staying in the Valley and fewer businesses are closing down during slack times. This change was further documented in Figure 3.

This trend toward evening out the cycles will continue as long as business activity during the ski season doesn't grow faster than at other times of the year. If the ski business grows faster than business during other seasons, then there will be restaurants and shops that can't stay open all year round. These businesses will be manned by transients who leave after the ski season because they can't find work in the Valley. When the transients leave, the town will lose their business, which will further contribute to the cycle.

If the Mountain's skier capacity is not increased, then business activity during the other seasons will have a chance to catch up, thereby evening out the seasonal cycle.

Anticipated expansion

The effect of the anticipated expansion plan is less clearcut. If the growth of business during the ski season is moderate and is spread out evenly over the five year expansion period, then it should still be possible to slowly even out the cycle. It will be important to emphasize spring, summer and fall programs designed to bring in more business so that the relative effect of the ski season doesn't grow too high.

Accelerated expansion

An accelerated expansion plan would almost certainly affect the seasonal business cycle of the Valley. It is doubtful if the adverse effect could be offset by attempts to encourage more business in the other seasons.

Implementation of the SNRA General Management Plan

There will be little or no impact on the work environment or the seasonality phenomenon due to implementing the SNRA General Management Plan. The SNRA will draw a few more tourists through the area, but this will have little effect on the seasonal business cycle. About two-thirds of the visitors are Idaho residents who are one day's drive or less from home.[65] They bring their supplies with them and usually don't stay in the Valley at all.

HOUSING

Housing is another area where expansion will have a noticeable effect. In earlier chapters the housing situation in both the Wood River Valley and in the comparison community of Aspen were discussed. In both communities housing is expensive and difficult to find, but the situation in Aspen is much worse than in the Wood River Valley. In Aspen high land prices and zoning regulations have combined to make reasonably priced housing almost impossible to build. The more crowded the Valley becomes, the more expensive and hard to locate housing will become.

No-expansion

This alternative will lead to the most gradual increase in the housing problem.

Anticipated expansion

Expansion of skier capacity will stimulate resort related building in the Upper Valley area and especially south of Ketchum in the Cold Springs area around the new entrance to the Mountain. This building will in turn push up land and housing values in the Upper Valley and send more people south to Hailey and Bellevue in search of reasonable housing. The high prices from the Upper Valley will move south as the area becomes more crowded.

Accelerated expansion

Under the condition of accelerated expansion, housing will become not only very expensive but also very scarce if demand out strips construction.

Implementation of the SNRA General Management Plan

There is no predicted impact of implementing the Plan.

AESTHETICS

The resort nature of the Valley makes the aesthetics of the area an economic, as well as personal, concern.

No-expansion

There will be some loss of the rural-agrarian nature of the Valley, due to the growth which will occur with or without expansion of skier capacity. As growth continues, there will eventually be a need for a new high voltage transmission line into the Valley. Depending on the corridor chosen, this could cause aesthetic problems.

Anticipated expansion

In addition to the change in aesthetic quality due to building in the Valley, there will be significant and highly visible change on Bald Mountain. The planned expansion calls for extensive lift and trail construction in the Cold Springs Canyon area of the Mountain. A number of residents expressed concern about the aesthetic effect of this construction.[66]

Accelerated expansion

Accelerating expansion would cause all of the aforementioned adverse aesthetic changes to occur soon amid more turmoil.

Implementation of the SNRA General Management Plan

SNRA Plan provides for preserving the aesthetic values of the land in the SNRA, but it will not directly affect the Valley below the SNRA boundary at North Fork.

TRANSPORTATION

As discussed in Chapter III, transportation in the Valley is already causing overcrowding of highways and streets. Any additional growth is going to complicate these problems.

No-expansion

If current trends hold, the commuter traffic between the Ketchum/ Sun Valley area and the residential areas of the Lower Valley will increase, depending on how fast workers in the Upper Valley relocate to the Hailey-Bellevue area, the Valley will either have to accept a four-lane highway or establish and use a public transportation system.

Even without skier capacity expansion, there will be a trend toward more tourists, which will further the strain on the transportation system. Tourists have few choices on how to get to the Wood River Valley. They can drive, either all the way from their homes, or fly into an airport like Boise, Twin Falls or even Salt Lake and rent a car for the remainder of the trip. They can fly to a major airport and then take a shuttle flight into Friedman Airport at Hailey. Friedman is a small airfield without all weather capability, so flying into it can be uncertain in the winter because flights are often cancelled due to bad weather. As the Valley's popularity continues to grow, there will be more and more pressures to establish a regional airport near Twin Falls. This would allow larger all weather planes to bring visitors to a point where they could be quickly bussed into the Valley.

Anticipated expansion

Any expansion of skiing facilities will serve to speed up the process so that current facilities will become inadequate sooner. The creation of a new entrance to the Mountain will cause additional transportation problems in the form of new flow patterns and localized congestion in the Cold Springs area.

Accelerated expansion

Accelerating expansion will further accelerate the development and increase the severity of the transportation problems.

Implemention of the SNRA General Management Plan

The major effect of the SNRA Plan will be to increase traffic on U.S. 93 through the Valley into the SNRA.

UTILITIES

The most serious utility problems in the Valley concern the water and sewer systems.

No-expansion

Even without further expansion of skiing facilities, the Ketchum/Sun Valley sewer system will need to increase its capacity in the next couple of years. Without financial help, this could be a real burden on the towns of Ketchum and Sun Valley. Hailey's new sewer system should be adequate for several more years until the population more than doubles. Bellevue and the unincorporated areas of the Valley, which depend on septic tanks and holding tanks will eventually have to have a sewer system. It is not known how long it will be before a county wide sewer system is necessary.[67]

Some of the private water systems serving Ketchum currently do not have adequate flow for fire fighting or storage capacity.[68]

The Idaho Power Company, which supplies electricity to the Valley, can handle current demands but will need an additional transmission line in three to four years.[69]

Anticipated expansion

The main effect of expansion will be to increase the pressure on the Ketchum/Sun Valley sewer system and on Ketchum's hodge podge of private water systems. The new lifts will also increase the demand for electrical power and hasten the need for a new transmission line.

Accelerated expansion

The effect of accelerating expansion would be to bring the utility problems to a head sooner than would otherwise occur.

Implementation of the SNRA General Management Plan

The SNRA General Management Plan will have no effect on the utilities.

POLLUTION

The Wood River Valley faces potential problems in the form of both air and water pollution.

No-expansion

In the winter the Valley occasionally suffers from thermal inversion with the major pollutants being smoke from fireplaces and some out-emissions. This problem is almost directly related to population, so it will get worse as more people live in the Valley. The current levels of air pollution are well below the State standard and shall remain so for some time.

A more serious problem involves the degradation of surface and ground water, due to septic tank discharge. It is not known how close the aquifer is to being polluted. This problem is potentially more serious than air pollution because it is more difficult to reverse.

Anticipated expansion

Ski facility expansion will contribute to pollution in two ways. First, it will increase the population, especially in the winter, which will lead to more fireplace fires, more cars and more sewage. Second, construction of trails and lifts will disturb the soil and lead to runoff and sedimentation of the river bed.

Accelerated expansion

Accelerated expansion will complicate the pollution problem by speeding up the time frame so that problems reach critical proportions sooner.

Implementation of the SNRA General Management Plan

The SNRA General Management Plan will not effect pollution in the Valley.

LAND USE

The major land use change in the Valley will be the conversion of agricultural land to residential uses. The degree to which this will occur is directly related to the population increase.

No-expansion

This option will yield the smallest change in land use patterns because it will yield the smallest population change.

Anticipated expansion

This alternative will yield a larger change in land use patterns because there will be a greater population increase. The change in land use pattern will probably be greatest in the Cold Springs area.

Accelerated expansion

With this alternative, the amount of change will be about the same as with the anticipated change, but it will occur more rapidly.

Implementation of the SNRA General Management Plan

The SNRA General Management Plan will not affect land use patterns in the Valley.

LEADERSHIP AND COMMUNICATION NETWORKS

The leadership in the Valley is currently fragmented and in need of unification. It is difficult to accurately predict how the different proposed actions will affect it.

No-expansion

This alternative is not likely to effect the Valley's leadership and communications network.

Anticipated expansion

This option could, if it proves unpopular, provide an issue and a rallying point for new community leadership.

Accelerated expansion

This alternative is more likely to be an issue or rallying point because it will be more disruptive to the Community.

Implementation of the SNRA General Management Plan

The implementation of the General Management Plan will not affect the Valley's leadership or communications network.

VII.

CONCLUSIONS AND RECOMMENDATIONS

In order to make conclusions and recommendations as to how to mitigate the undesirable effects of expanding skiing facilities and of implementing the SNRA general management plan, criteria for assessing the projected conditions must be developed. That is, there must be some basis for deciding whether a change is going to be good or bad. In establishing criteria for this study, the basic assumption was made that a community has the right to influence its own destiny. Within certain broad limits a community should have the right to take part in decisions influencing its future. In practice, this meant that the consensus of opinion in the Valley was used to evaluate current and projected conditions. This means that what the people in the Valley thought was a bad or undesirable condition was considered bad or undesirable.

Most of the undesirable changes that are predicted to occur in the Valley are directly related to growth in general and the speed of growth in particular. The most direct way to prevent the undesirable changes would be to stop growth. Aside from the often suggested, but impractical, measure of building a wall across the Valley at Timmerman Hill, there is nothing that can be done to stop the Valley from growing. As discussed in the previous chapter, the rate of growth can be influenced, within limits, by the choice of the No-Anticipated or Accelerated Expansion plans. Aside from these alternatives, there is very little that can be done to influence the Valley growth rate. In spite of this, there are a number of mitigating measures that can be applied to avoid or minimize specific undesirable effects.

COMMUNITY COHESIVENESS

Community cohesiveness will suffer in proportion to the rate of growth in the Valley. There are no practical mitigating measures that will [illegible] or minimize the undesirable effects.

FAMILY STRUCTURE

Certain aspects of the undesirable changes in family structure can be minimized. Much of the weakening of the Valley's family structure is related to single parent families and the lack of extended families. Programs like "Parent Pals", sponsored by the Community Mental Health Center, have been helpful for those that use them. Efforts should be made to support, advertise and expand this and similar programs designed to help single parent families.

CULTURE

Like community cohesiveness, cultural heritage will suffer in proportion to the rate of population increase. Support and promotion of a museum, display or literature portraying the Valley's cultural heritage would help to preserve it, at least as history.

LEISURE FACILITIES

The major undesirable change expected in the Valley's leisure facilities is the deterioration of the quality of skiing. The effect of the deterioration due to overuse of short skis, can be reduced by closing some of the ski runs to short skis. This would give those preferring long skis a place to "do their thing" without encountering the "egg carton" moguls that short skis cause.

SAFETY

The undesirable effects on public safety cannot be reasonably avoided.

EQUALITY

There were no predicted effects on the equality in the Valley.

PHYSICAL AND MENTAL WELL BEING

There are no predicted undesirable effects on the Valley's physical and mental well being.

WORK ENVIRONMENT

The Valley's work environment is very important to its general well being. One of the worst features of the work environment is the seasonal business cycle. Efforts to decrease this cycle by drawing in more summer and slack time business, such as emphasizing other sports besides skiing and attracting conferences must continue.

HOUSING

Housing is already expensive and hard to find and the situation is expected to get worse. The working people in the Valley suffer most from the housing situation. They are often forced to spend considerable time and money commuting because they cannot afford to live close to their jobs. A way must be found to encourage the construction of low cost housing for Valley residents. In the comparison community, Aspen, there has been some recent discussion about requiring major new developments to provide low cost housing to be rented to their employees. Such a plan would help to ease the housing situation. However, it is going against the current trend in the Wood River Valley and would probably be difficult to implement.

AESTHETICS

The aesthetic change due to a loss of the rural-agrarian nature of the Valley and the further development of Bald Mountain cannot be readily avoided.

TRANSPORTATION

Transportation is already a serious problem in the Valley. Not only is there a great deal of congestion due to tourists, but there is also considerable commuting between the towns in the Valley by residents. Turning U.S. 94 into a four-lane road, an unpopular idea in the Valley, would ease the congestion on the highway but would lead to more commuting and congestion in towns.

Aspen has been able to reduce their traffic problem with their free bus system, which covers the town and outlying areas. Although such a system would help the Valley, it would probably be too expensive for the communities to maintain. More reasonable alternatives would be to maintain commuter buses at least twice a day up and down the Valley much like Sun Valley Company does and to expand the hotel-to-ski-lift bus service in the winter.

If it were easier to take public transportation into the Valley, fewer visitors would drive their own cars. A regional airport, plus good shuttle bus service from the airport to the different hotels in the Valley would induce many tourists to leave the cars at home and fly.

UTILITIES

In spite of the potential seriousness of the sewer problems in the Upper Valley, the only mitigating measure is to mount a campaign in the Valley, telling resident and visitor alike that "you don't have to flush for everything".

POLLUTION

The Valley has potential for both air and water pollution. The potential air pollution problems occur during times of thermal inversion. During these times the major source of pollution are wood burning fireplaces followed by auto emissions. Sun Valley Company has taken some steps to prevent pollution; they have connected many of the fireplaces in their condominiums to gas. Another measure would depend on voluntary restraint during time of thermal inversion. Local radio, KSKI, and the cable TV franchise could notify the Valley when there is a thermal inversion and ask that people not use their fireplaces. This plan would place a hardship on those who depend on wood fires for all or part of their heat. The alternative of converting fireplaces to natural gas is not practical in many cases, is aesthetically unpleasing to some and would hasten the time when a new natural gas pipeline into the Valley will be needed.

As another alternative, a zoning ordinance could be written requiring that new year-round houses have a sufficient alternative heat source so that wood fires would not be needed for heat on days of thermal inversions. This plan would permit people to voluntarily comply with the restrictions against fires without suffering the cold.

The auto emissions problem is closely tied to the transportation problem. Finding a solution for transportation problems will also help the pollution problem.

There is also a potential water pollution problem facing the Valley. The use of septic tanks and substandard sewage disposal can eventually pollute the surface and ground water in the aquifer. As the Valley continues to grow, it will eventually need a Valley-wide sewer system. The current system of emphasizing holding tanks and allowing septic tanks only under low density conditions, will forestall the need for a Valley-wide sewer system.

LAND USE

The major land use change in the Valley involves the conversion of agricultural land to residential, commercial and recreational uses. This change will present few problems if realistic growth management plans, like the *Blaine County Comprehensive Plan,* are agreed on, adopted and followed by the County and the individual communities in the Valley.

LEADERSHIP AND COMMUNICATION NETWORKS

The process of deciding which expansion alternative to select will likely have more impact on the leadership and communication network than the actual decision. There is likely to be a great deal of discussion and disagreement over which of the alternatives should be taken. This discussion and disagreement could not and should not be squelched. The discussions will be more valuable if the entire community has accurate and complete information regarding each point of view. The task of providing this information will fall primarily on the local newspapers. They will have to accurately report arguments for all view-points. It is also very important that coverage of public hearings and meetings involving the issue of expansion be accurate. If criticisms based on errorneous information are made at a meeting, they should be reported as such.

Based on understanding of the Valley gained during the course of this project, the contractor has the following general conclusions.

The No-Expansion alternative will disrupt the communities of the Valley the least. It will help them recover from the disruption due to the rapid growth they have experienced over the last five or six years, and give them time to plan for the future. Since the Mountain is currently operating considerably below capacity, the start of expansion could be delayed a year or two without immediately overcrowding the Mountain.

Second, if expansion is allowed, it is recommended that the Forest Service require the Sun Valley Company to maintain a timetable that will spread the expansion out over five years and thereby prevent rapid expansion from triggering too rapid growth. As discussed earlier, slow growth would be much less traumatic than accelerated expansion. It would allow building and business expansion to take place at a less frantic pace. Planning and zoning organizations would have more time to monitor development and take corrective action before undesirable trends become critical. The timetable should specify a maximum increase in the skier per day capacity for each year. In order to prevent the Sun Valley Company from being tied to an economically unfeasible expansion, the timetable should specify only a maximum and not a minimum yearly increase.

A recommendation for No-Expansion could be made on the basis of the predicted impact on the Valley's permanent residents. A counter argument can, and probably will, be made that regional and national needs are more important. The argument can be made that Bald Mountain has been a ski area for 40 years and in recent history was never intended to be anything else. A permit has been issued to operate the Mountain as a ski area for the benefit of the skiing population of the whole country. On the basis of history and intent of use, the Mountain should be expanded to accomodate a need for more skiing if a real need exists. Since the Bald Mountain ski area was intended to serve the region and the nation, the interests of these parties must be considered along with the interests of the Wood River Valley residents.

FOOTNOTES

FOOTNOTES

[1] Blaine County Schools Program and Facilities Study Committee, *School Population Survey: Blaine County School District No. 61* (June, 1973).

[2] U.S. Department of Commerce, Bureau of Census, 1960, 1970 and special 1975 Census data.

[3] Sun Valley City Officials, Sun Valley, Idaho, Personal Communications (October 14-22, 1975).

[4] Bellevue City Officials, Bellevue, Idaho, Personal Communications (October 22, 1975).

[5] U.S. Department of Commerce, Bureau of Census, *1970 Census of Population, General Social and Economic Characteristics, Idaho* (January, 1972).

[6] ________________, 1975 Special Census of Population Ketchum, Idaho (February, 1975).

[7] *Ketchum Community Project,* "The Ketchum Project Questionnaire", July, 1974.

[8] *Ibid.*

[9] *Ibid.*

[10] Spokesmen for Blaine County, Ketchum and Sun Valley Law Enforcement Agencies, Personal Communications (October 14-22, 1975).

[11] Spokesmen, Ketchum Police Department, Personal Communications (October 14-22, 1975).

[12] *Idaho Uniform Crime Reporting, January-June, 1975.* Criminal Identification Bureau, Boise, Idaho.

[13] Ketchum and Sun Valley Police Department Officials, Personal Communications (October 16-22, 1975).

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[15] *Ketchum Community Project,* "The Ketchum Project Questionnaire", July, 1974.

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18 Jack Peterson and Associates, *Transitions: The Ketchum Plan,* Jack Peterson and Associates (July, 1975).

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APPENDIX A

LAND USE

PURPOSE

Natural environment and related resources are the basis of primary land use in Blaine County.

Agricultural use predominates the less mountainous southern portions of the county. Modern farming techniques and the pressures of growth from northern areas of the county are changing traditional patterns of agricultural use.

Mining played a major role in early settlement of the upper Wood River Valley; however, mining uses are presently dormant.

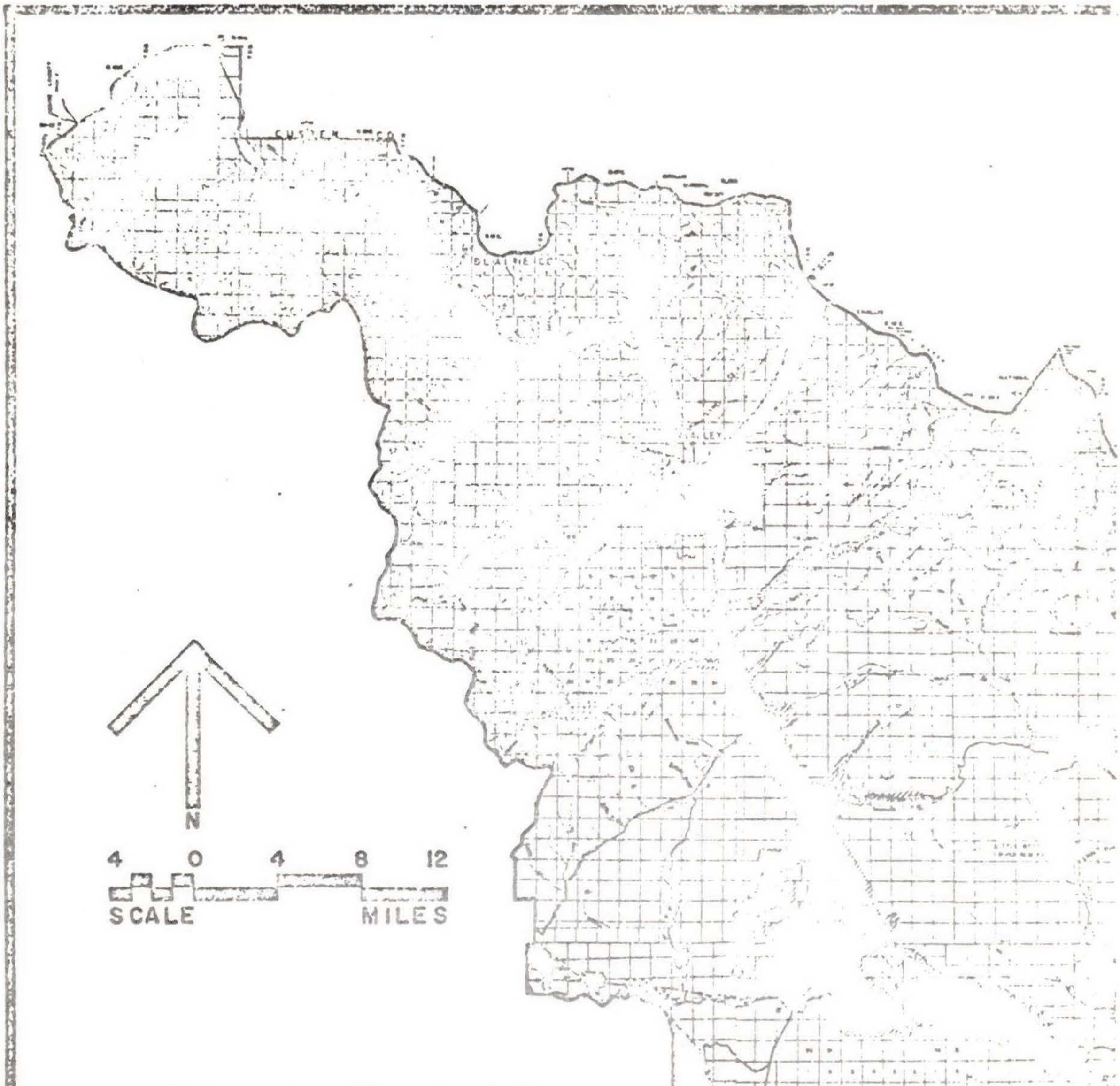
Recreational use has replaced mining in the northern areas of the county and over the past decade has become the county's primary industry. The development of recreational facilities in the Sun Valley area combined with increased recreational traffic has resulted in major population growth. This recreational growth has generated the expansion of supportive residential, commercial, industrial and other land uses. In many cases, these secondary uses are in conflict with, and can reduce the viability of, primary agricultural and recreational use values.

A basic objective of the comprehensive plan is to anticipate and to establish patterns of future land use which will preserve and enhance existing agricultural and recreational use. This chapter identifies present land use, patterns of use and inherent use conflicts. Coordinated patterns of development and land use regulation are recommended as the means to achieve the objectives of the comprehensive plan.

Land use in Blaine County is delineated on Existing Land Use Map, p. 35. In addition, large scale USGS maps indicate specific higher intensity land use in the Upper Wood River Valley corridor. These maps and related existing land use information are on file in the Blaine County Planning and Zoning Office.

The Blaine County Planning and Zoning Commission desires:

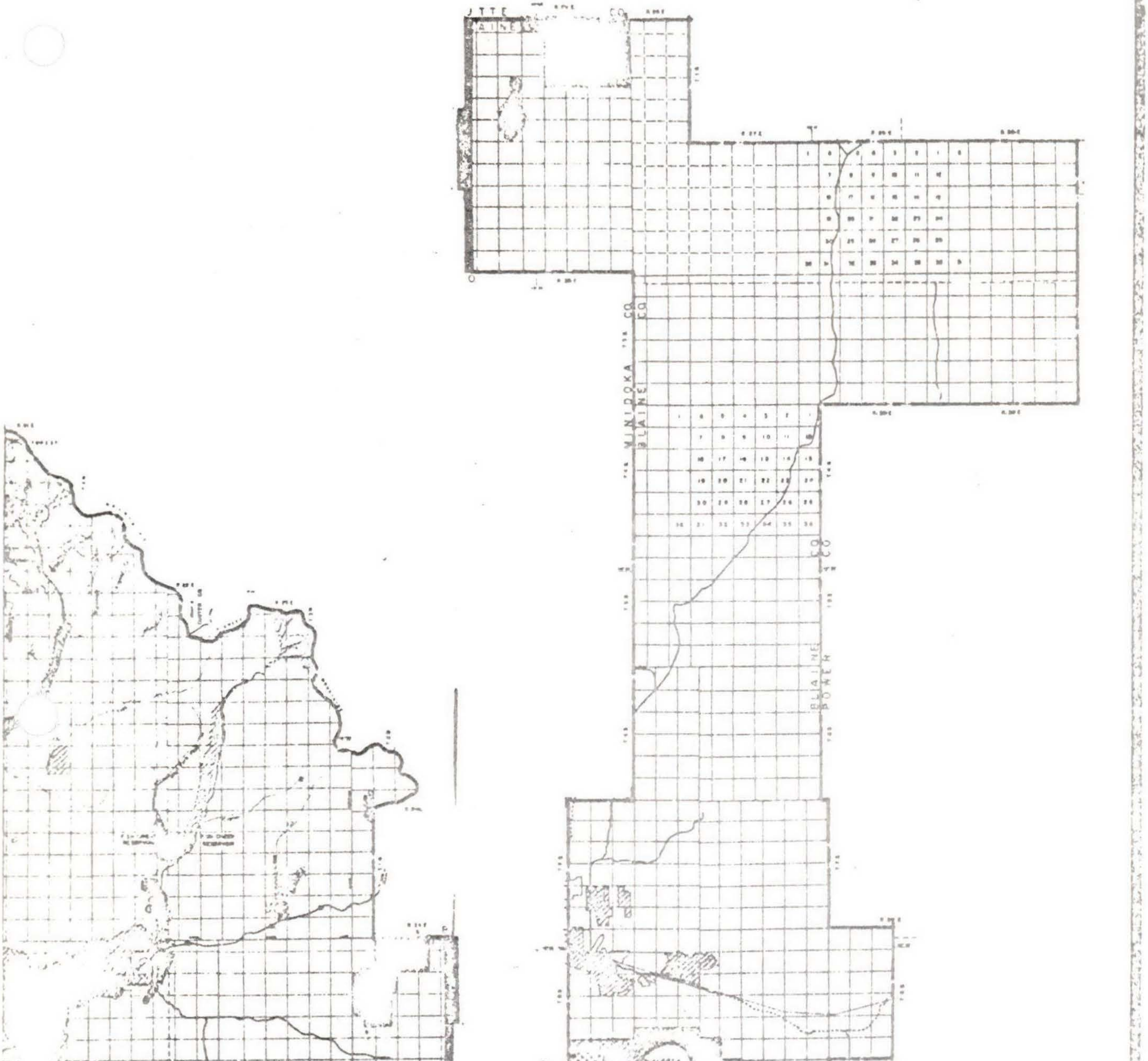
1). To identify existing and future land use.
2). To secure appropriate land area for future growth.
3). To protect and maintain existing land use and value.
4). To identify alternative development patterns consistent with comprehensive plan objectives.
5). To identify alternative methods of land use regulation.


CUSTER CO
BLAINE CO
N
4 0 4 8 12
SCALE
MILES

LAND USE MAP

BLAINE COUNTY IDAHO
MAP 3.11 A

☐ GRAZING AND OPEN LAND
☐ FOREST LAND
☐ DRY CROP LAND
▨ IRRIGATED CROP LAND



MINIDOKA CO
BLAINE CO
BLAINE CO
POWER CO
BLAINE

▩ RECREATIONAL LAND

░ LOW DENSITY RESIDENTIAL AREA

▒ URBAN AREA

AGRICULTURAL

Land areas used for agricultural puposes comprise approximately 1,156,644 or 68 percent of the total land in Blaine County. Of this area 56,500 acres or 3.3 percent of the total land area is utilized for dry or irrigated crop production. An additional 26,000 acres or 1.5 percent have been identified as potential crop areas given the development of adequate water systems. Dry and irrigated crop areas are indicated on the Existing Land Use Map, p. 35 . Irrigated crop lands and areas of potential development are indicated by type of irrigation on Irrigated Land Map, p. 38 .

AGRICULTURAL LAND USE TRENDS

Speculation on agricultural land and to a lesser extent the actual subdivision of agricultural properties into one (1) to five (5) acre "ranchette" developments is a major problem. The pattern of speculative investment which has been generated by growth in the Ketchum/Sun Valley area is presently effecting the "triangle area" (south of Bellevue) in the lower Wood River Valley. Speculative interest has increased the value of these lands two and three times their actual producing worth. Problems relating to such investment and subdivision are identified as follows:

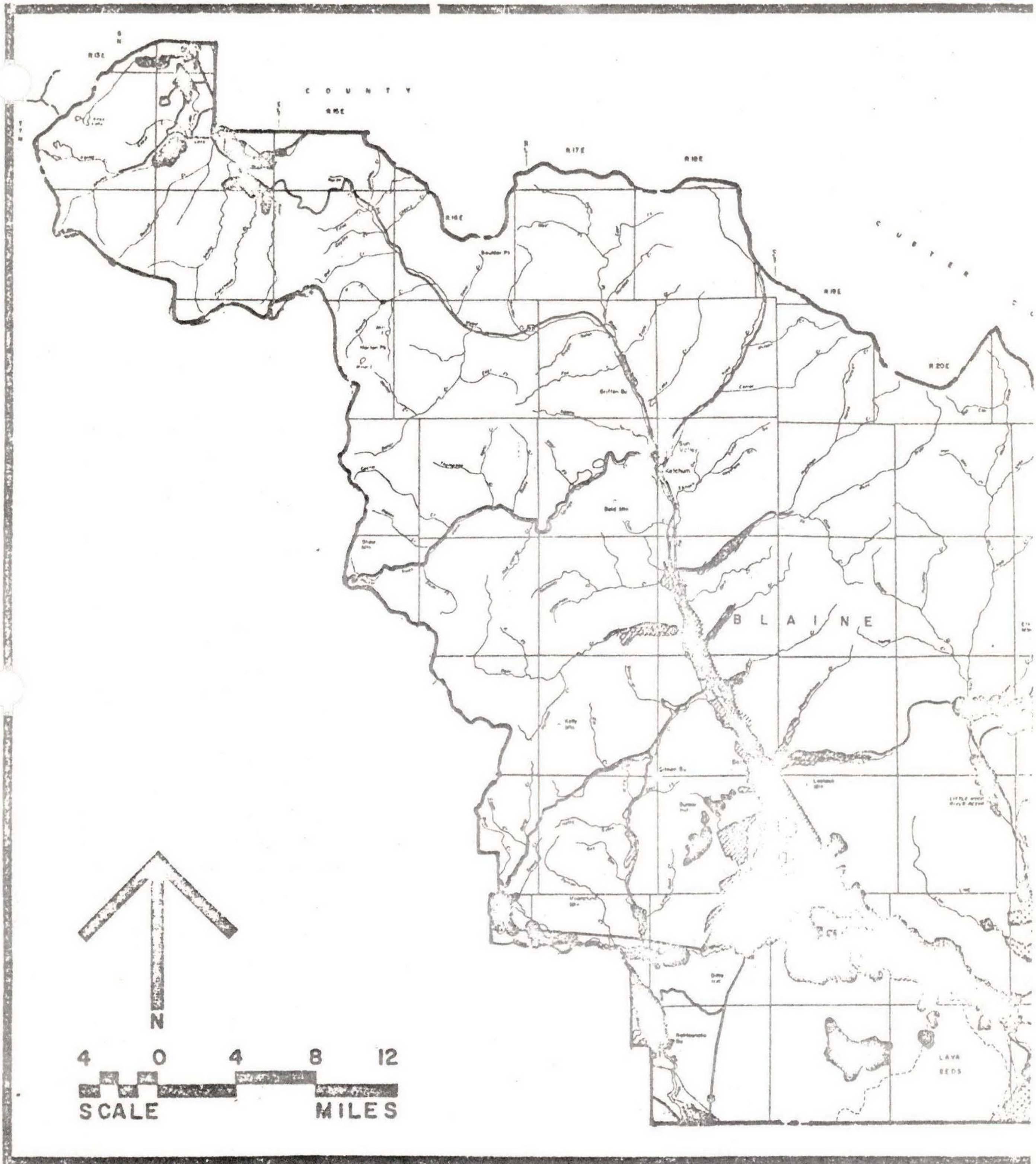
1). Large lot subdivision development, normally oriented toward a residential or recreational market, results in an inefficient use of once productive agricultural land. Where only one-half (½) to one (1) acre of land may be actually utilized, the remaining 80 to 90 percent of developed lot areas become wasteland. Once subdivided, it becomes difficult or impossible to retrieve such lands for efficient agricultural use. In addition, long road systems generated by large lot development have a low user/efficiency ratio which results in disproportionate county maintenance expenditures.

2). Spread "ranchette" type development with related roads, buildings and utility lines detracts from the rural quality of Blaine County.

3). Residential development can often result in the impairment of adjacent agricultural operations.

4). Increases in land value and the potential for subdivision can result in related tax increases, reducing the viability of continued agricultural use. Under speculative ownership agricultural land may be taken out of production or maintained on a marginal basis.

5). Traffic generated, in addition to fire, police and other services required will result in major burdens on existing county systems and facilities due to remote location.


COUNTY
R18E
R17E
R19E
CUSTER
R20E
Sun Valley
Ketchum
BLAINE
LAVA BEDS
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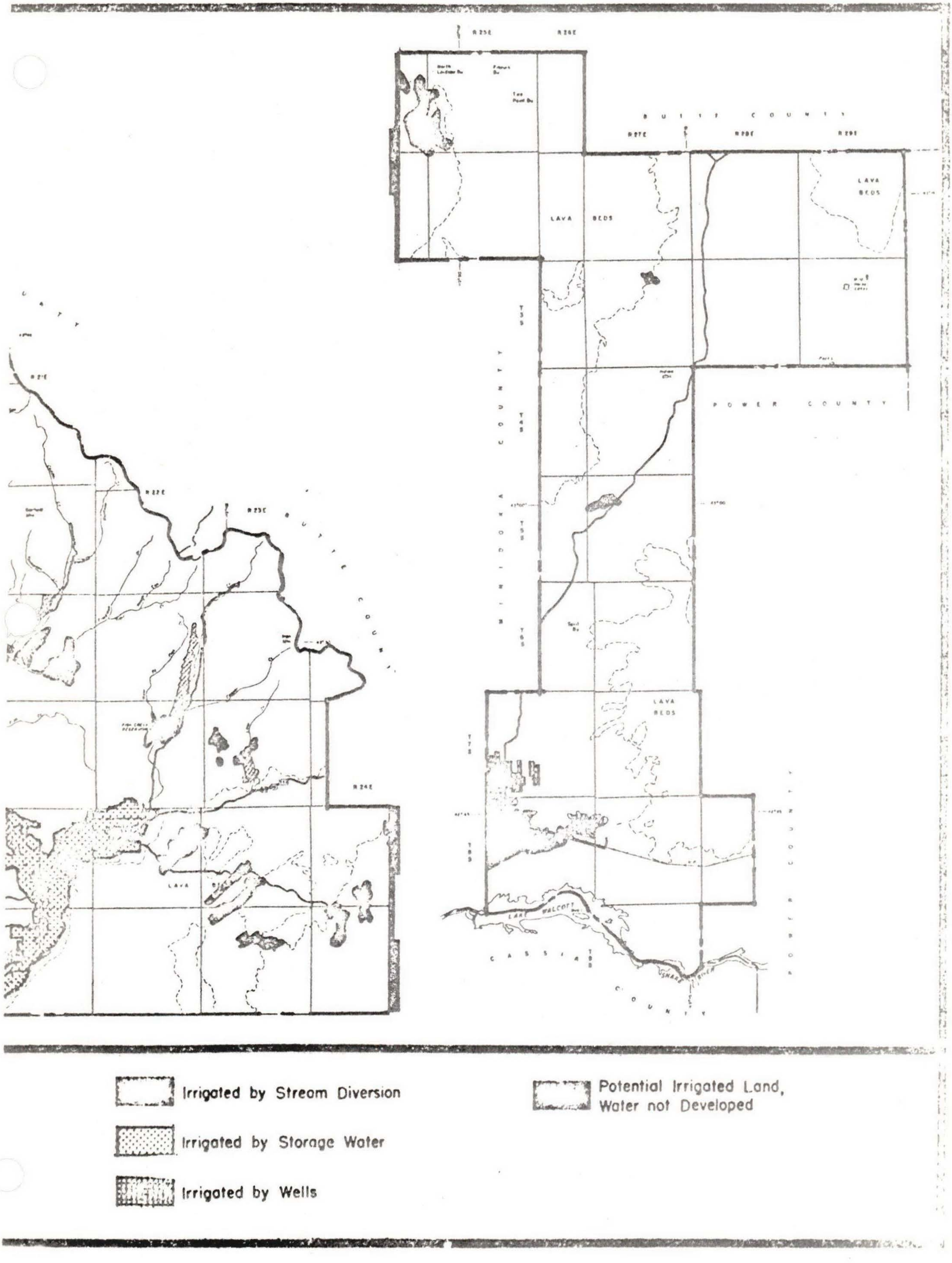
SCALE
MILES

IRRIGATED LANDS MAP

BLAINE COUNTY IDAHO
MAP 3.21 A


R25E
R26E
North Laidlaw Bu
Two Point Bu
BUTTE COUNTY
R27E
R28E
R29E
LAVA BEDS
LAVA BEDS
T3S
T4S
T5S
T6S
T7S
T8S
MINIDOKA COUNTY
POWER COUNTY
LAVA BEDS
LAKE WALCOTT
SNAKE RIVER
CASSIA COUNTY
POWER COUNTY
R21E
R22E
R23E
BUTTE COUNTY
Fish Creek Reservoir
R24E
LAVA BEDS
Irrigated by Stream Diversion
Irrigated by Storage Water
Irrigated by Wells
Potential Irrigated Land, Water not Developed

6). Modification or elimination of existing water systems and irrigation practices, combined with the development of new wells for domestic and other uses, may have a detrimental effect on ground water systems and adjacent water users.

This pattern of development is reinforced by the present exclusive agricultural district (A-1) zoning which establishes a five acre lot minimum and prohibits planned development transfer of density. Limited residential and recreational development (if properly planned) can be compatible and appropriate within agricultural use areas.

The preservation of productive agricultural land in Blaine County is a primary objective of the comprehensive plan and the above pattern of land use is in direct conflict with this objective. This conflict has resulted in lengthy consideration of various planning techniques which restrict development on productive agricultural land yet allow for limited development on unproductive marginal lands and/or allow for the realization of speculative profit through the sale of potential development rights.

Modern methods of sprinkler irrigation on cultivated farm ground throughout the county is replacing traditional methods of flood irrigating. This conversion is resulting in increased crop yields and up to 50 percent reduction in actual water utilization. The resulting availability of water is stimulating the agricultural development of lands previously limited by lack of water. At the same time, concern has been expressed over the effect which sprinkler irrigation and the conversion of agricultural land to residential use will have on ground water systems in the lower Wood River Valley/ Silver Creek area. The degree to which traditional irrigation methods support and recharge ground water systems and related Silver Creek outflow is unknown and presently under evaluation, (see natural resource section).

The mechanization of farming operation over the past 30 years has resulted in the increased size of individual farm units. Although productivity has been maintained or increased, related agricultural populations have been substantially reduced. In the recent past, there has been a renewed interest in small agricultural units which is considered under agricultural/residential use.

AGRICULTURAL / RESIDENTIAL

An increasing interest in the development of small agricultural units has been created by inflationary living costs, the attempt to achieve some degree of self-sufficiency, and the desire for a simpler life style afforded the urban refugee. This type of land use is viable for those who have supplemental occupations or means of support. In the past, most residential subdivision restrictions and city zoning ordinances have tended to restrict this type of use. (especially as related to limited animal husbandry). In addition, large lot subdivisions seldom consider climate, soils, water and irrigation systems or analyze specific development compatibilities and land requirements necessary for this type use. It is felt that a market for this type residential/agricultural use exists and is appropriate in many areas. Given implied residence/work relationships such use should be located in proximity to employment centers. Available formation indicates that agricultural areas adjacent to Hailey and Bellevue provide the best growing season, soils, water, and proximity situations for this type of development. Performance criteria should identify specific needs and improvements required for the future evaluation of small agricultural unit development.

Agricultural/residential use areas are designated on the comprehensive plan maps and generally occur in the upper Wood River Valley and tributary area. In addition to the use discussed above, this designation is used to identify the following areas:

1) Areas where existing development has established a pattern of large lot, low density, exclusive residential use, and where continuation of this pattern is considered desirable. The North Fork area and to a lesser extent upper regions of the East Fork drainage provide examples of this type of development.

2) Areas where clustered residential, recreational, or small agricultural one (1) unit development is appropriate and anticipated in context with existing agricultural use. (Deer Creek, Indian Creek, Quigley Creek, Croy Creek, and areas between Hailey and Bellevue).

3) Areas where higher density development may over load the capacity of existing circulation systems (Broadford Road and East Fork Road).

4) Areas where critical resource values have been specifically identified and lower density development is desirable (i.e. critical soil areas, flood plain areas, etc).

The present agricultural transition district (A-2) is analogous to the agricultural/residential designation. As a "transition" district it generally implies future uses of higher intensity. This intent should be revised to reflect the future lower density uses described above. Density allocated in this district should be reduced consistently with general density reduction: one unit per five acres is recommended. Specific inconsistencies in this zone (i.e. allowance for two family dwelling, prohibited uses,) should be deleted.

FORESTRY

Forested lands in Blaine County are indicated on Existing Land Use Map, p.35. Almost all forested areas occur on Forest Service lands and are under the jurisdiction of the Sawtooth National Recreation Area or the Ketchum Ranger District. Those areas are managed under multiple use policies with a primary orientation to recreation. The limited logging activity which does occur falls within the context of conservative timber management practice.

RECREATION

The explosive growth which has occurred in Blaine County over the past decade is attributed to the development of recreational facilities and the desirability of public recreational lands which surround the Ketchum/Sun Valley area. During this period, the area has become the most prominent recreational complex in the State of Idaho. Consequently, recreational values must be interpreted more broadly than elsewhere in the country. The maintenance of a balance between residential and tourist-oriented development and the preservation of aesthetic and environmental values is of importance to the continous recreational desirability of the area.

Land use for all types of recreation accounts for 690,577 acres in Blaine County consisting of 10 acres of municipal land, 3,417 acres of private land, and 687,150 acres of federal land.[1] Recreation Map, p.42a, indicates private, semi-private, and public recreational facilities and area. In addition, detailed inventories of recreational use are available through the SCS, WRRA, BLM, Forest Service and other related agencies. Seasonal recreation-oriented population is identified on the Seasonal and Permanent Populations Graph, p.69.

Ketchum and surrounding U.S. Forest Service land areas have been used for summer recreation by lower-county Idahoans for over fifty years. In 1935 the Union Pacific Rail Road constructed Sun Valley, built the first chair lift in the United States on Ruud Mountain, and developed skiing on Dollar and Bald Mountain. The accompanying advertising and ensuing popularity of the resort boosted Sun Valley to international fame as a ski resort. In 1964 the Sun Valley resort was purchased by the Janss Corporation and programs were initiated to broadly expand both ski and summer recreational facilities and to embark on an extensive land sales program. The second home market nurtured by Sun Valley's expansion has stimulated development throughout the county.

Private lands that are being developed in most of the Wood River Valley and in the Stanley Basin area are surrounded by lands under Federal ownership. Four federal agencies own and manage 1,297,336 acres of the total 1,695,360 acres of the county.[2] Blaine County is located on the edge of and provides access to the largest federal land reserves in the United States.

Recreational use of developed and undeveloped Forest Service lands continues to increase at about 6% annually. The Bald Mountain winter sports area was established in 1939, and the facilities now under the ownership of the Sun Valley corporation are under the Forest and Public Domain special use permit. The present permit includes 3,348 acres. Forest Service camping and picnic facilities in Blaine County are indicated on Recreation Map, p. 42a.

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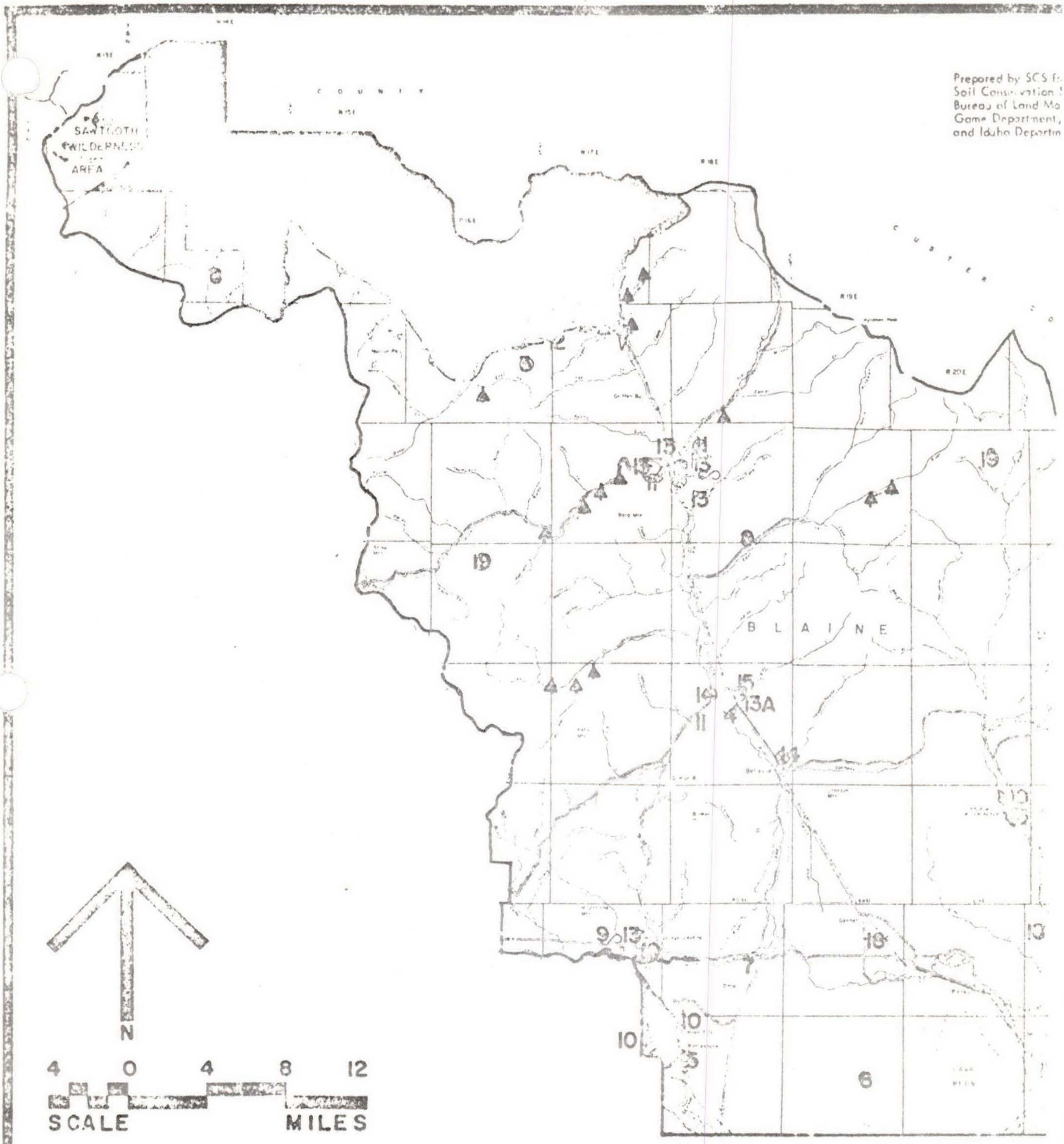
[1] See Comprehensive Rural Water and Sewerage Planning Study; Idaho Water Resource Board, 1972. Page 13.


SAWTOOTH
WILDERNESS
AREA
COUNTY
CUSTER
BLAINE
19
13
11
15
14
13A
9
10
7
6
18
N
4
0
4
8
12
SCALE
MILES

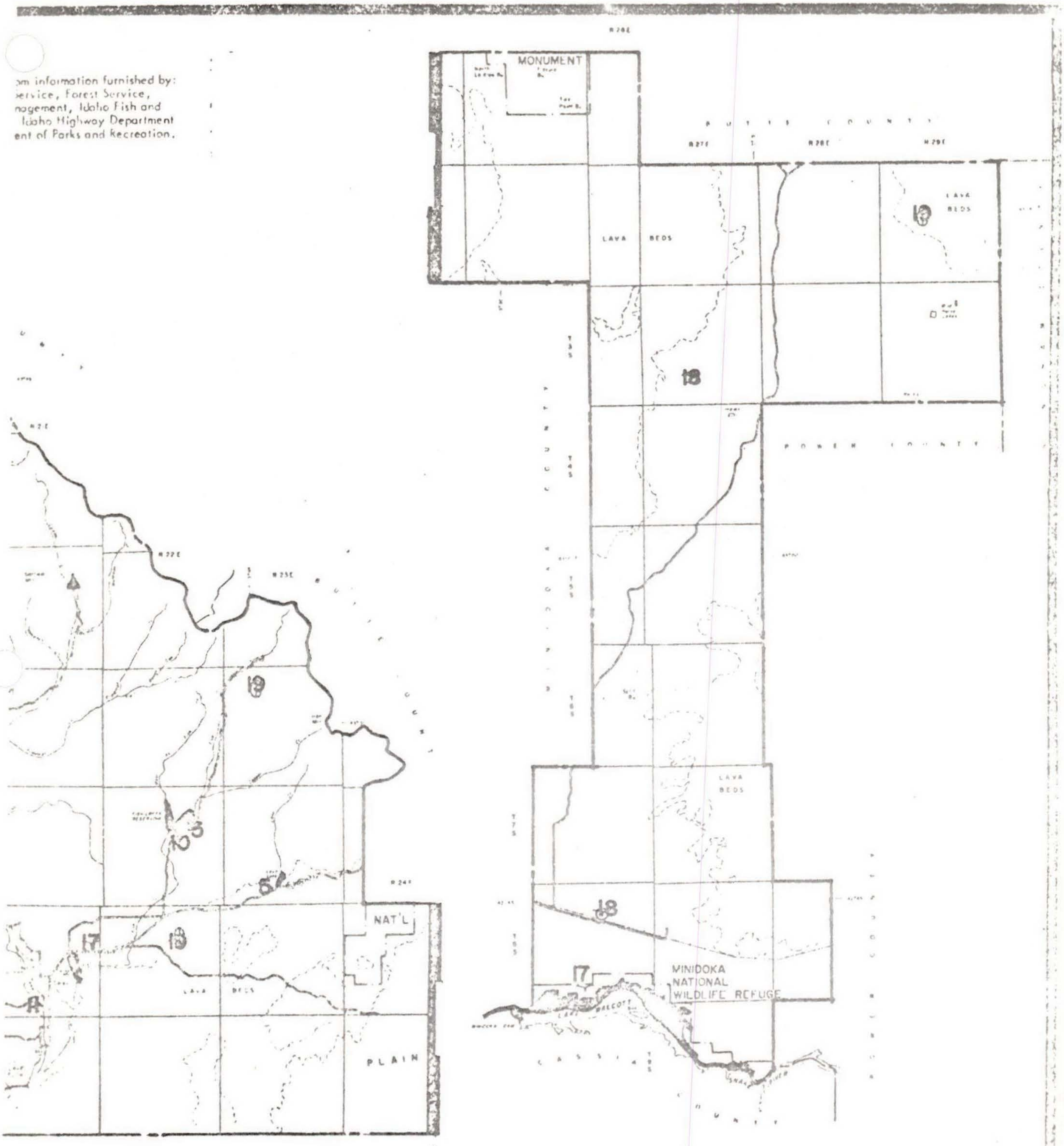
Prepared by SCS f
Soil Conservation
Bureau of Land Ma
Game Department,
and Idaho Departm

RECREATION MAP

BLAINE COUNTY IDAHO

- Lakes, Reservoirs,
- 1▲ Federal Campground
- 2△ State Campground
- 3Ⓟ Organizational Camp
- 4○ Airport

- Picnic Arc
- Rockhound
- Rest Area
- Scenic, H


MONUMENT
BUTTE COUNTY
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R 27E
R 28E
R 29E
LAVA BEDS
LAVA BEDS
18
19
POWER COUNTY
T 3 S
T 4 S
T 5 S
T 6 S
T 7 S
T 8 S
R 22E
R 23E
R 24E
19
10
3
5
17
19
LAVA BEDS
NAT'L
PLAIN
LAVA BEDS
18
17
MINIDOKA
NATIONAL
WILDLIFE REFUGE
LAKE WALCOTT
SNAKE RIVER
CASSIA COUNTY

om information furnished by:
Service, Forest Service,
nagement, Idaho Fish and
Idaho Highway Department
ent of Parks and Recreation.

a
 Area, General

listoric Point

9 Snowmobile Area
11 Ski Area
10 ⚓ Boat Dock
12 Ⓢ Swimming Pool

13 ▹ Golf Course
13 Fairgrounds, Rodeo Grounds
14 ⊗ City Park
15 M Museum

16 Fish Hatchery
17 Bird Refuge
18 Bird Hunting, General Area
19 Big Game, General Area

The 10,000 foot peaks of the Sawtooth, Boulder and Pioneer Ranges provide opportunities for climbing, hiking, back packing, horse-back riding, trail-bike riding and four-wheel vehicle use. Regulation of use (especially as relates to motorized vehicles) is established by Forest Service Policy. Ketchum Ranger District maintains numerous picnic and campgrounds on Upper Warms Springs Creek and Wood River.

Approximately 5,100 acres of private lands are included in the recently designated Sawtooth National Recreational Area. Of this land area 176 acres are developed for residential and commercial use with the remainder under agricultural use. SNRA policy seeks to preserve existing agricultural lands and has designated Sawtooth city as a townsite at the northern end of the Stanley Basin.

The National Park Service manages the Craters of the Moon National Monument, located in Butte and northeastern Blaine County on U.S. Highway 20-26. This is an 83 square mile region of desolate lava flow. A total of 275,000 persons visited the Craters of the Moon in 1971.

Magic Reservoir is under the jurisdiction of the Bureau of Land Management (BLM and is located near the junction of Blaine, Camas, and Lincoln counties. The reservoir has 3,500 surface acres and 25 miles of shoreline. There are four summer recreation communities on the reservoir: Hot Springs Landing, Magic Resort, Magic City, and Moonstone Resort. Future recreational development of magic reservoir is presently under evaluation by the Bureau of Land Management. Expansion of summer communities on the reservoir is at present limited by availability of private land area and lack of adequate water and sewer facilities.[1]

Both hunting and fishing are major attractions, primarily during the summer and fall seasons. Streams, lakes and reservoirs throughout the county provide varied types of fishing. Silver Creek is a renowned, classic fly-fishing stream in the south and southeastern end of Blaine County. Big Game hunting is popular with local residents and draws many additional hunters from outlying areas. Deer hunts in Blaine County are open, as are some areas open for elk. Antelope hunts are on a permit basis. Blaine County opens into the Sawtooth Recreation Area and other U.S. Forest Service lands where hunting also remains open. Potential for the development of small hunting, fishing or other recreationally oriented complexes exists throughout the county (especially as related to Silver Creek and other areas of high recreational value). Properly planned and located, these uses can be compatible with agricultural and environmental values. Development should be allowed and encouraged as planned development projects. Private recreational facilities in the Ketchum/Sun Valley area provide for the majority of facility-oriented recreation.

During the summer months, golf and tennis are the most popular activities. The Ketchum/Sun Valley area presently has four golf courses and approximately seventy tennis courts. An additional golf course is also under construction at the Moonstone Resort. The Woodside Project, adjacent to Hailey, includes tennis, swimming and other facilities. Horse-back riding, bicycling, swimming, g-gliding, ice skating and numerous other summer recreational activities and programs are available.

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[1] See Comprehensive Rural Water & Sewerage Planning Study; Idaho Water Resourc Board 1972 page 13.

During winter months, skiing is the major industry in Blaine County. The present and projected capacity of ski facilities and the impact on recreational growth is analyzed in the population section of this report. Bald Mountain presently includes ten chair lifts, one T-bar lift, thirty major ski runs, three restaurants and related improvements Dollar Mountain has three ski lifts and a restaurant. Elkhorn has one lift and three restaurants plus a developed shopping area in the adjacent village. Roto-Run, near Hailey, accommodates about 300 skiers per day and offers night skiing. Scheduled new area development is indicated on Skier Capacity Projections Table, p.76.

The development in the Warm Springs area which concentrates around the Warm Springs access to Bald Mountain provides an excellent example of the high intensity use generated at ski facility access points. Future development of Bald Mountain is scheduled into the Cold Springs area and is anticipated into the Clear Creek drainage. Potential access into these areas will have a major impact on the Red Top/Cold Springs corridor, (especially given the present pattern of smaller lot property ownership). Similar development of the River Run access is anticipated within the next three years. Related planning studies for these areas should receive high county priority.

The need for public recreational facilities, especially in the Hailey area, has been identified. The County Parks Commission has been inactive since its inception in 1972. If a County Bicycle Trail System is to be developed, both funds and personnel will be necessary for its maintenance. Hiking and equestrian trails are also under consideration and would similarly require maintenance. Consequently, the Parks Board should be revitalized and funded for such maintenance and responsibilities.

The Parks Commission shall also be responsible for inventorying potential County Park sites, assessing public opinion about future County recreation facilities, and improving tourist information services. The Parks Commission could also establish a Land Trust for the purpose of accepting donations of land to the County. Finally, a County Recreational Plan will be forthcoming from the Planning Department because of the importance in satisfying the grant criteria set up by funding agencies such as the Bureau of Outdoor Recreation and the State Highway Department, and the Parks Commission could provide valuable citizen input.

RESIDENTIAL USE

INTRODUCTION

The historic settlement of Blaine County occurred within the present communities of Ketchum, Hailey and Bellevue, and in the smaller unincorporated communities of the county. The original plats for these communities were established at the turn of the twentieth century. They established small lot commercial and residential properties within a grid street pattern, which provided for the orderly growth of these towns. Most residential, commercial, governmental and other activities occurred within these community centers.

In the last thirty years the ease of movement provided by the automobile combined with high urban lot costs have created the trend towards the sprawling pattern of residential lot development which is typical throughout the United States. The lack of adequate guidelines for such growth has resulted in the spotted development pattern which has emerged. Specific areas in northern parts of the county have been used, historically, for recreation summer houses and camps. Over the past decade, the development of the second home condominium market related to summer and winter recreation has had a major impact on the Ketchum/Sun Valley area. Related increase in permanent population have resulted in outlying residential development which is apparent throughout the middle and upper Wood River Valley.

It is estimated that approximately 90 percent of present seasonal and permanent residential use in the county occurs in the upper Wood River Valley corridor. Residential unit evaluation has been used as a method of establishing population and development trends. The Residential Development Table, p. 68 summarizes residenti development by location, use and number of developed units.

In this section, residential use is divided into two main categories, seasonal residence uses and permanent residential uses.

SEASONAL RESIDENTIAL USE

Traditional summer home use exists in numerous outlying areas of the county, including Petit Lake and Sawtooth City (Smiley Creek), Baker Creek, Anderson Cre Easily, Upper Board Ranch and Crony Cove, Little Indio and the Magic Resort, Magic City locations. These areas provide high recreational potential and were developed prior to growth increases which have occurred over the past decade. The limited degree of new construction in these areas and lack of pressure to expand such development indicates a general trend away from this type of use. The development of the "camper" as a mobile recreational unit is considered to be responsible for this trend. Potential permanent occupancy in these areas (especially Warm Springs) and relat problems are discussed under Wildlife and Circulation. Recommended seasonal use overlay districts seek to discourage this type of use in the future.

Seasonal housing in the Ketchum/Sun Valley area is oriented to summer and winter recreation facilities. When the Sun Valley resort complex was purchased in 1965, it was estimated that approximately 500 seasonal units existed in the area. These were primarily motel, hotel and boarding accommodations. Development of the second home condominium market accounts for most seasonal accommodation increases since that time. In the spring of 1974, it is estimated that there were a total of 1,868 seasonal units in Ketchum and Sun Valley. Recreation Population Projections Graph, p.72, evaluates relationships which exist between recreational facilities, recreational housing and permanent housing. Based on scheduled condominium development, the related need for municipal services and desirability of close proximity to developed recreational facilities, it is anticipated that the majority of future second home development will occur in the immediate Sun Valley/ Ketchum area. The potential for similar development in the Red Top/ Cold Springs corridor is identified under Recreation and will be governed by future availability of sanitation facilities.

The Sun Valley comprehensive plan adopted in 1974 is oriented primarily toward second home development. The integration of such development within the city of Ketchum is a major planning consideration which must be addressed in future community programs.

PERMANENT RESIDENTIAL USE

The status of permanent residential development by area, and for both cities and county is indicated on Residential Development Status Table, p. 68. These figures indicate that 2,587 residential lots have been developed for single family residential use. This figure is the basis of estimated permanent population in the Wood River Valley: 7,761 (dwelling unit evaluation). In addition, Selected Housing Data, p.66, gives census statistics relating to increases in residential construction by type and value from 1950 to 1970. Based on analysis of population trends over the past decade it is estimated that permanent population will approximately double over the next twenty years. A twenty year design population of 20,000 permanent residents is recommended in the Population section of this report.

Residential Development Status Table, p.68, also indicates that there are presently 4,361 undeveloped residential lots available in the middle and upper Wood River Valley. Developed to maximum capacity these lots could accommodate an additional 13,000 people; thus providing enough residential property to accommodate the projected twenty year design population. However, these figures are tempered by the following considerations:

1). The percentage of subdivision build-out due to vacant lots, joint lot ownership, and speculative holding will never reach 100%. Based on existing development, a build-out of one-half to two-third actual lot development is considered realistic. This figure varies according to price, location, desirability and other factors.

2). The recent Woodside development accounts for approximately 38% of the above undeveloped lots inventoried. Due to small lot size and location, it is anticipated that the development will attract only a small portion of future residential development resulting in a lower than normal build out.

3). Available residential land in Ketchum, Sun Valley and adjacent county areas (such as the Bigwood Area) will be preempted by development of seasonal accommodation.

Present county zoning in the middle and upper Wood River Valley areas combined with available developed residential properties in urban areas provides and equivalent design density of between 40,000 and 50,000 residents. Based on these design figures it is recommended that existing zoning densitites be reduced to reflect anticipated permanent residential needs. Reductions to approximately one/half of presently allowed densities are considered necessary to equate allowed density and potential residential need.

Since 1971, development of permanent residential areas in the county has moved southward due to increased land values in Ketchum and Sun Valley. Residential Construction Trends Table, p.73, derived from building permit information, indicated a decrease of middle and lower income housing construction in Ketchum and an increase of such construction in lower county areas. Present county zoning patterns reflect this trend. The majority of land between Ketchum and Hailey within the Wood River Valley corridor is zoned for low density residential use (R-2). The North Fork Area (north of Ketchum), areas around Bellevue, and tributary canyons are normally designated for lower density residential and agricultural use (A-2). Land areas which have close proximity to existing communities are zoned for higher density residential use contingent on provision on municipal water and sewer facilities.

At the ownership meetings held in November and December of 1974, close to 100% of the property owners representing property in the middle and upper valley areas stated the intent to develop some degree of residential use over the next twenty years. Intent normally coincided with existing district use designations.

A large percentage of the land in the middle and upper valley areas continues to be used for agricultural purposes. However, due to shortness of growing season, proximity of urban areas and services, owner intent, and patterns of existing use and zoning,these areas are designated for varing degrees of residential use. It is not the intent of the comprehensive plan to eliminate agricultural use in these areas. It is the intent of the plan to allow degrees of residential development in conjunction with agricultural and other open space uses.

The criteria listed on page 79 of this Inventory serve as the guide lines for designation of future land use areas indicated on Comprehensive Plan Land Use Maps. Recommended permanent residential use areas are described as follows.

1). Agricultural/Residential - (See maps)

COMMERCIAL USE

GENERAL DISCUSSION

Differing types of commercial development and use can be identified in Blaine County and are categorized in this section as follows:

General commercial services
Farm community commercial
Recreational/tourist services

The future location of these services will have a primary effect on the future physical, social and economic character of the county.

GENERAL COMMERCIAL SERVICES

General commercial use refers to the mixture of retail, entertainment, professional utility and other business activities which provide services for the general area. The majority of general commercial uses in Blaine County are contained within existing community centers. The adoption of present zoning ordinances in 1971 was largely prompted by the impending threat of strip commercial development between Ketchum and Hailey. Pressures have increased since that time to allow such development. Most commercial development which exists in county areas of the Upper Wood River Valley was established prior to 1971 and is located on U.S. 93 in the Cold Springs/Red Top area or on spotted sites north of Hailey. These uses are non-conforming under the present zoning ordinance.

The destruction of older community centers resulting from the creation of outlying commercial shopping facilities is evident in Twin Falls and other communities throughout the country. Arguments for this type of development in Blaine County are usually related to the following considerations:

1). Initial site cost differential discussed on page 106.
2). Urban Properties zoned for commercial use are often available only in small parcels unsuitable for large acreage commercial development.
3). Availability of parking.
4). Increased visibility on U.S. 93.

The traditional community centers in Blaine County are still intact. These communities are of primary social value and represent a combined capital asset which is impossible to evaluate. The duplication of these centers in outlying areas will:

1). Seriously reduce the viability of existing community centers.
2). Generate related higher intensity uses in outlying areas.
3). Effectively reduce the rural character of Blaine County.

The Comprehensive Plan seeks to preserve these centers through the containment

2). Low denisty Residential - (See maps)

3). High density Residential

It is the opinion of this report that uses designated under present zoning are generally appropriate and the Comprehensive Plan designations reflect these existing zoning patterns.

It is the intent of the Comprehensive Plan to accomplish the following objectives:

1). To contain the future permanent residential land use (with the exception of agriculturally related farm communities) within the middle and upper Wood River Valley corridor.

2). To reduce present residential zoning densities in conformance with projected design populations.

3). To reduce present zone densities to reflect actual area residential carrying capacity based on identified criteria.

4). To identify general type and location of future land use and;

5). To encourage private individual transfer of densities through reclassification or PUD to specific areas suitable and appropriate for residential development through density, tax or other incentives.

6). To adopt tentative development pattern maps which suggest circulation and development patterns.

LOW COST HOUSING

The increasing lack of housing facilities providing accommodationfor semi-permanent and permanent service personnel employed in the Sun Valley/ Ketchum area is having a major impact on other county areas. This impact is reflected in the increased demand for rental and permanent housing in Hailey and Bellevue and the increased number of trailer units between 1960 and 1970.

Major resort projects, such as Elkhorn, have not provided for related service housing. High land costs have restricted development of low cost single family units, and many existing apartment complexes have been converted for condominium sale. In addition, Ketchum zoning excludes future mobile home development and no defined planning policies have been established to encourage the development of reasonably priced housing.

High land cost and the efficiencies realized through compact, high intensity, development mandate the high density characteristics normally associated with low cost housing or mobile home development. These densities are inappropriate in outlying county areas and should be contained within or adjacent to municipal jurisdictions where adequate facilities and services are available. The county should encourage city jurisdictions, especially the city of Ketchum and Sun Valley, to evaluate and develop effective planning policies and specific programs which stimulate the development of service housing. This could be accomplished through:

1). Requirements for service housing in future condominium and resort complexes.
2). Establishment of incentives for such development.
3). Specific housing programs.

If effective, such programs could benefit the Ketchum areas and reduce present pressure to locate housing facilities in outlying county areas.

The development of housing for senior citizens is an identified need in middle and lower county areas, and programs to develop such facilities in Hailey are presently under consideration. It is recommmended that these facilities be coordinated with specific community development programs suggested under the Government Coordination section.

FHA individual home loans have been the primary source of federal housing assistance in the county. By nature these loans, when legitimately used, service permanent residential needs and do not meet the need for semi-permanent service housing. In addition, these loans have been frequently used for speculative construction and profit. As a result the FHA has become more reluctant to issue such loans.

Funding which is available through HUD 702 low cost housing grants has not been utilized to date. Programs utilizing such funds in Ketchum and Hailey have been unsuccessful due to initial land costs and the relative lack of profit incentive.

of commercial, institutional, and other high intensity land use within present community centers. This objective lies in the renovation and revitalization of the existing community centers. This can be realized through the coordination with future city/county programs.

Land areas which are presently used for commerical or zoned for general commercial use are indicated on Commercial Land Area Table below. This table isolates commercial areas in the Upper Wood River Valley and Middle Wood River Valley and does not include limited business, (Hailey), Tourist (Ketchum), Industrial,(Ketchum) or limited commercial areas in the Sun Valley/Elkhorn complex. Farm community commercial areas in Gannet, Picabo, and Carey were not inventoried.

GENERAL COMMERCIAL USE

UPPER WOOD RIVER VALLEY	Zone Status	Vacant	Residential	Existing Commercial	Institutional	TOTAL	Remarks
Ketchum	B-1	11.2	21.7	13.8	1.5	48.2	Excludes tourist light industrial
Sun Valley	C	--	-	--	--	--	47ac/S.V. 10.9/Elk. None for Gen. Co
County areas	N.C.*			2.5		2.5	
SUB TOTAL		11.2	21.7	16.3	1.5	50.7	
MIDDLE WOOD RIVER VALLEY							
Hailey Proper	B	24.6	4.0	6.4	1.5	36.5	Excludes light bu district
Woodside	B	27.6				27.6	Excludes light bus. district
Bellevue	B	14.1	8.7	5.8	.4	29.0	
County	C-1	19.1	4.7	2.2		26.0	
County	N.C.*			2.0		2.0	
SUB TOTAL		85.4	17.4	16.4	1.9	121.1	
TOTAL		96.6	39.1	32.7	3.4	171.8	

* Non Conforming

In the Middle Wood River Valley approximately 120 acres are available for General Commercial use. Of this area approximately 18 acres or 15% is utilized for commercial or institutional facilities. It is the opinion of the Commission that these areas provide ample room for anticipated future expansion of commercial facilities. In addition, the City of Hailey has specifically requested that no more county land be classified for commercial use (specifically north of the existing community).

Broken ownership and development patterns preclude the availability of larger acreages for some commercial needs. The anticipated development of a light industrial use district (discussed under Light Industrial Uses, p.53) west of Friedman Airport may add an additional 75 acres for large acreage commercial use which is allowed in this district. This development and the liberally allotted commercial district in Woodside (27 acres) should provide ample opportunity for potential large lot commercial enterprises.

In the Upper Wood River Valley, approximately 50 acres are designated for commercial purposes, primarily within the city of Ketchum. Of this area approximately 35% is presently utilized for actual commercial facilities. Given modifications in present circulation patterns and the pattern of present zoning, it is anticipated that expansion of commercial use west of U.S. 93 in Ketchum will accommodate future commercial development. Commercial areas in Sun Valley and Elkhorn exclude heavier commercial uses and are not considered in this inventory.

The Comprehensive Plan recognizes the potential need for limited local commercial development in outlying areas. It is recommended that such uses be allowed, as warranted, under future planned unit development ordinances.

FARM COMMUNITY COMMERCIAL

The present zoning ordinance establishes a specific farm community commercial district. The purpose of this district was to identify the small farm communities of Picabo, Gannet, and Carey. Uses allowed within this district are identical to present and proposed general commercial use districts, and it is recommended that these areas be re-designated as general commercial use areas.

TOURIST SERVICE AREAS

Tourist services is discussed under Recreation section, p.120 This district would allow limited recreational or tourist-related facilities and are projected in areas anticipated to need those services.

INDUSTRIAL USE

This section considers higher intensity industrial land use which occurs in Blaine County. The uses are grouped into the following three categories:

Mining and geothermal development
Light industrial use
Heavy industrial use

The encouragement of limited light industrial development to broaden the present economic base is discussed in the economy section.

MINING AND GEOTHERMAL DEVELOPMENT

The future utilization of mineral and geothermal resources in Blaine County may result in serious potential implications on land use conflicts.

Although mining activity has been dormant in the recent past, numerous mine claims & patented mines exist and are maintained throughout the county. In addition, geothermal activity in the county has induced oil companies to lease geothermal development rights.

The encroachment of residential or recreational development on known mineral or geothermal resource areas and related access roads may lead to future industrial / residential use conflicts.

LIGHT INDUSTRIAL USES

A number of light industrial facilities have developed commensurate with the general growth of the area. Scott USA, the major light industrial facility in the area, produces ski related products from two plants located in and south of Ketchum. This facility provides employment for 100 to 250 people, depending on production schedules. Natural Progression, Sun Systems and other firms have established smaller facilities.

County Zoning Ordinance # 71-2 provides one industrial district (MI Industrial) which identifies warehousing, light manufacturing and similar "relatively unobjectionable" uses. This district allows some heavier use under special review and prohibits major nuisance uses. Two industrial areas are presently identified: the Ohio Gulch area, and a strip of land lying west of and adjoining the Friedman Memorial Airport (South of Hailey). Ketchum ordinances provide for a light industrial use north of the city between U.S. 93 and the U.P.R.R. Hailey allows industrial use under its general business zone and has recently annexed an industrial subdivision south of the city, originally zoned for such use by the county.

Specific identification of future light industrial land area and location requirements is beyond the scope of the inventory and should be evaluated as needs arise. However, it is known that Scott USA is presently seeking to centralize its plant facilities. Due to lack of existing physical structures suitable for conversion, hi[illegible] and costs, and zoning restrictions, such relocation is unresolved. In addition, other firms have indicated the desire to locate in the Valley.

Well planned light industrial facilities are generally compatible with and have often provided the natural focal point for residential and related commercial development. However, zoning regulations often tend to isolate such development. The Comprehensive Plan seeks to encourage light industrial use within the framework of existing or new community development.

Comprehensive Plan Maps designate light industrial use in areas presently zoned industrial to the west of Friedman Memorial Airport. Future development of this area will require the installation of the south Hailey access road designated on circulation maps. Light industrial uses should be allowed within planned development programs and related performance criteria should be established.

HEAVY INDUSTRIAL USES

Heavy industrial uses are generally defined as uses having inherent characteristics which unavoidably create air, noise, visual and other forms of pollution. These uses are incompatible and should be isolated or buffered from most other ty[illegible] of land use.

Within the spectrum of city and county zoning, there are no established districts which allow junkyards, sawmills, processing and refining plants, and other highly objectionable uses. The county should establish and identify heavy industrial districts. These uses should require special review. Consideration and approval should be coordinated with the State Health and Welfare , and other agencies.

The following criteria should be used to identify potential heavy industrial use areas.

1. Established existing uses and previous policy.
2. Access to arterial highways.
3. General proximity to developing areas.
4. Low degree of visibility.
5. Isolation from existing or potential residential or recreational use.
6. Low intrinsic value for other uses. The Ohio Gulch and Poverty Flat areas are identified on comprehensive plan maps as heavy industrial use areas.

Ohio Gulch is presently zoned for industrial (M1) use and is the site of the county sanitary land fill "dump". This dry, barren canyon, presently under state and federal (BLM) ownership, provides an excellent location for objectionable he[illegible] industrial uses. Future development of this area requires the county's leadership to develop and implement a program which will:

1. Secure the right of private lease under present public ownership.
2. Establish a program for the private installation of water, power, and other utilities to the area and to encourage the appropriate location of objectionable uses by having sites available at reduced cost. The feasibility of future industrial development in the Ohio Gulch area should be evaluated.

The Poverty Flats region, three miles south of Bellevue, is presently zoned for exclusive agricultural use (A-1). This river wash area has low agricultural value, a low degree of visibility, and has excellent potential for gravel extraction. Gravel and sand-oriented industrial operations (gravel extraction, cement plants, asphalt plants, etc.) related to construction activities constitute a majority of the objectionable facilities in the county. Past commission policy has encouraged location of four such facilities in this area on the basis of a tentative use plan which considers specific ownership, flooding, and access characteristics of the site. Maps and related information are available through the County Planning and Zoning Office. A direct access road into this area from U.S. 93 would improve present circulation and is indicated on development maps.

Future industrial development in the Poverty Flats area is, in part, contingent development of the Ohio Gulch area and related programs should be identified as soon as possible. Due to the specific nature of these areas and potential use, future regulations could be keyed directly to development programs.

Gravel and shakpits exist throughout the county. Extraction is allowed under "conditional use" review. In areas of high visibility, such as the Lebaron site, extraction can create major hillside scars which detract from scenic quality and should be prohibited or phased out with restoration measures taken. In agricultural areas, extraction can permanently remove large areas from future production. (Gordon Paving site, Pero Road). Future extraction should be limited to appropriate sites as identified or as allowed under adopted performance criteria.

DENSITY TRANSFER

Implementation of the planned development and open space programs, discussed under the land use section, necessitate methods of transferring allocated density (development rights, number of potential home sites, etc.). As considered in this inventory, the transfer of density is divided into two general categories, on-site density transfer and off-site density transfer.

For the purpose of discussion, a parcel of land, 40 acres in area, is considered with a hypothetical density of one unit per five acres allowed. Under this allocation an owner would have the potential to develop eight home sites or dwelling units. Under the normal subdivision ordinance, allowed density is defined as a five acre lot minimum, and based on related dimensional standards.the given forty acre parcel would be divided into grid lots of eight, five-acre lots, with street and other improvements as required.

ON-SITE DENISTY TRANSFER

The relocation or transfer of allotted density on a given parcel of land is basic to the concept of planned development planning. It allows the designer of a potential residential, commercial or industrial development to consider specific physiographic site characteristics, circulation, potential use and other factors, and locate future development accordingly. Given the above example , the designer may wish to consider leaving ten acres of flood plain area open, and maintain another twenty acres under agricultural use, locating his potential eight units on the remaining ten acres of ground. To encourage this type of site planning, density incentives would allow increases over the allocated density based on percent of open space, quality of site design (performance standards), extent of proposed improvements, and other criteria.

On-site density transfer is generally defined within Ordinance # 71-2 under Planned Unit Residential Development and is a legal, well-established planning technique.

OFF-SITE DENSITY TRANSFER

As implied by the term, off-site density transfer is a concept whichallows the transfer of potential development rights off of the given parcel of land to another site judged more suitable for development.

This concept has received extensive consideration with regard to county agricultural lands, It provides a method of restricting development on productive agricultural land, while allowing for the realization of speculative profit through the sale of potential development rights on lands designated for agricultural use. Two interrelated aspects of this concept distinguish it from on-site transfer and make it a more complex proposition:

1). A distinction is created between land (and its intrinsic suitability) and the potential for development of such land (speculative value). Ideally, the concept provides an equitable means of shifting development densities over a broad geographic area allowing the planner and the community tremendous flexibility in determining future land use. At the same time, it is in conflict with traditional concepts of individual property ownership and development intent.

2). Transfer of density off of a given site involves the sale and purchase of development rights between separate land owners. Off-site transfer establishes allocated density as a negotiable commodity.

CONCLUSIONS

The evaluation of the land use inventory by the Blaine County Planning and Zoning Commission resulted in the following conclusions and recommendations:

AGRICULTURAL:

1. Reduce densities allowed in the present A-1 districts to a minimum of at least 1 D.U./20 acres;

2. Allow planned development projects on unproductive agricultural lands. Establish density incentives to encourage preservation of productive agricultural land and other resource areas, and to promote the quality of site design and related improvements;

3. Off-site density transfer should result in reclassification.

   a). Establish open space agricultural use districts to designate lands from which density has been transferred.

4. Establish specific districts defining productive and non-productive agricultural areas.

5. Revise present Agricultural Transition (A-2) district and reduce allowed densities;

6. Adopt criteria for review of small agricultural unit subdivisions which discussfeasibility of small agricultural units.

7. Respect Forest Service timber management policies to the extent that they do not seriously jeopardize primary recreational values;

8. County evaluation of major logging and other major use permits on Forest Service lands to perceive land use, social, and economic impacts.

RECREATION:

1. The County Park Commission, largely dormant since its creation in 1972, should be revitalized and funded. It's responsibilities should include:
   a). Coordination of all recreational activities within the County, Forest Service and BLM lands,
   b). Development of specific recreational programs and facilities,
   c). Identification of potential park sites,
   d). Development of tourist services (information, graphics),
   e). Development of recreational circulation systems - possibly accommodating bicycles, horses, hikers - integrated with the Open Space District, the Flood Plain Overlay District and new construction,
   f). The Commission should also establish a Land Trust for the purpose of

3. Revise present indutrial district (M-1) to identify compatible and non-compatible use;
4. Adopt performance standards which allow for light industrial use within existing and new community developments;
5. Evaluate and formalize development programs for Ohio Gulch and the Poverty Flats industrial use sites; and
6. Indentify gravel and shale sites and establish performance criteria relating to future site development and extraction operations.

RESIDENTIAL:

1. The county should articulate areas for permanent single family residential districts, especially within the Wood River Valley corridor;
2. Reduce present density in residential district to reflect design population projections;
3. Provide density incentives to preserve flood plain, scenic corridor, open space, hillside and other resource areas within residential districts;
4. Restrict residential development in critical resource areas and in areas of high natural hazard;
5. Establish review criteria and procedures to evaluate residential development;
6. Orient residential development along collector road systems with proximity to existing urban centers, utilities and public services;
7. Establish a seasonal use district in outlying areas to restrict winter occupancy of present summer use areas.
8. The county should encourage city jurisdictions, especially Ketchum and Sun Valley, to evaluate and develop effective planning policies and specific programs which stimulate the development of low cost housing.

COMMERCIAL:

1. Contain general commercial development within existing community centers;
2. Establish a recreational/tourist use district which identifies existing or potential recreation access points and tourist services areas.
3. Allow for limited commercial services within a P.U.D where appropriate and compatible with other uses in the development.

INDUSTRIAL:

1. Review of development proposals occuring adjacent to potential mining or geothermal sites (or access roads) should consider: impact of future industrial operations, possible facility expansion, and traffic generated;
2. Adopt specific use, circulation and environmental standards at such time as mining activity increases or geothermal development occurs;

INTRODUCTION

The comprehensive plan consists of two parts: an official Text and official Land Use Maps. Both of which are officially adopted as the Blaine County Comprehensive Plan. These two parts are closely related and neither is sufficient by itself. In addition, water, sewer, transportation, park, neighborhood plans or other special detailed plans may be adopted as supplements to the comprehensive plan.

LAND USE MAPS

The land use maps illustrate how the provisions of the text have been applied in a visual perspective. These show general land use patterns that are desirable for Blaine County. Three land use maps cover the entire County. Two maps, scale: 1" = 2000', cover the Ketchum, Hailey and Bellevue vicinity, entitled, "Upper Wood River Valley Comprehensive Land Use Map," and "Middle Wood River Comprehensive Land Use Map." One map, scale: 1" = 1/2 mile, covers the remaining County area, entitled, "Blaine County (Rural) Comprehensive Land Use Map."

The land use designation as shown on the land use maps are intended to accomplish the following:

AGRICULTURAL, RECREATION AND OPEN LAND

There are three types of land use classifications that may be included within this designated area, namely:

1. Unproductive Agricultural - Those areas which are otherwise in agricultural areas, but which are not productive agricultural lands. Density transfer from this district will not be allowed. Clustered development within this district is encouraged.

2. Agricultural - Those areas which are currently being used for agricultural production. It is the policy of Blaine County to limit development on those lands as much as possible, because of the value of those lands to the economic base for both agricultural production and recreational value. It is realized that all development cannot be limited. It is hoped that density transfers will be made from these lands to other districts. Clustered development on those parcels which will be developed is encouraged.

3. Open Space - Those areas that undergo the process of density transfer. Lands from which density is transferred will be classified as open space and restrictions for future development may be imposed. This does not include land that is used as open space within a planned unit development.

ESTATE RESIDENTIAL

To establish low residential density areas and preserve the semi-rural residential character. To prevent extensive urbanization in as generally restricted by one or more of the following conditions:

1. Limited traffic access and circulation due to geographic constraints;
2. A predominance of soil having limitations or severe limitations for intensive development;
3. Steep slopes, water courses where erosion earth slippage and water runoff present limitations or severe limitations for intensive development.

Planned Unit Development, subdivisions and density transfer to this area are allowed.

RURAL RESIDENTIAL

To provide for single and multi-family residential areas in areas not now served by central water and sewer, and which will not be served by such services in the foreseeable future. It provided for and protects residential lands for families who desire to live in an environment of single or multi-family dwellings on lot sizes large enough to handle individual sewer and water systems.

Planned Unit Developments within and density transfer to this district a encouraged.

URBAN AND MULTI-FAMILY RESIDENTIAL

To provide for and protect residential lands for families who desire to live in an environment of single or multi-family dwellings and who do not want or have no need for the larger lots provided in other residential districts. Because of the high densities allowed in this district, it is required that this district be confined to those areas which are served by central water and sewer facilities, or which will be served by such facilities in the foreseeable future. Planned Unit Developments and subdivisions which include this type of density shall provide for central water and for sewage treatment which will be of a quality equal to that provided by adequate municipal systems, provided that other conditions for approval of Planned Unit Development's and subdivisions are met.

Planned Unit Developments and density transfer within these districts are encouraged.

GENERAL AND TOURIST COMMERCIAL

To provide for areas that are suitable for both tourist and general commercial uses. The location of these uses should be grouped together to avoid strip commercial development from occuring along roads.

LIGHT INDUSTRIAL AND INDUSTRIAL

To provide lands for, and to encourage the grouping together of warehousing, manufacturing and other light industrial uses, which because of their normal characteristics, would be relatively unobjectionable and could be permitted to operate in close proximity to and would not be detrimental to surrounding commercial or residential uses.

OVERLAY CLASSIFICATION

Due to unique hazard and aesthetic conditions the following classifications are created to guide development within these unique areas:

1. Flood Plain Overlay - To guide development in the floodway and floodway fringe areas of any water course that flood flows, and to minimize the expense and inconveniences to the individual property owners and the general public through flooding. Uses permitted and conditional uses that are authorized are generally associated with open space, recreational, and agricultural land uses and shall not hinder the movement of floodwaters.

2. Airport Vicinity Overlay - To prevent the establishment of air space, light producing and electomagnetic encroachments on aircraft runway approaches.

3. Scenic Corridor Overlay - To preserve the scenic values along certain routes which have unusual scenic interest by the prohibition of development and advertising signs.

USING THE LAND USE MAPS

The value of the land use maps will depend on how they are used by the citizen and decision makers of Blaine County. This will primarily consist of:

1. Consulting the maps as a guide on zoning, subdivisions, roads and streets, schools, utility systems and similar questions. Procedures should be established for referral to the maps and plan text as part of the regular process of reaching decisions.

2. Reviewing and updating the maps in context with the goals and objectives as stated in the comprehensive plan. A detailed review and study of the land use maps should be conducted each five years.

The land use maps show general land patterns; i.e., open space, agriculture, residential, commercial, industrial, hazardous areas, transportation pattern and governmental jurisdictional areas. The maps are not intended to show specific land use or zoning classifications. But rather, to represent compatible land use patterns based on available public services, existing development and community goals and objectives. By using the land use maps as a general guide for making land use decisions the property rights and values within Blaine County can be protected.